75th Congress, 1st Session - - - - - - - - House Document No. 147

ANNUAL REPORT OF THE SOCIAL SECURITY BOARD

LETTER

FROM

THE SOCIAL SECURITY BOARD

TRANSMITTING

FIRST ANNUAL REPORT OF THE SOCIAL SECURITY BOARD FOR THE FISCAL YEAR ENDED JUNE 30, 1936

FEBRUARY 12, 1937.—Referred to the Committee on Ways and Means and ordered to be printed with illustrations

UNITED STATES
GOVERNMENT PRINTING OFFICE
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AMERICAN FOUNDATION
FOR THE BLIND INC.

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THE SOCIAL SECURITY BOARD

John G. Winant, *Chairman*

Arthur J. Altmeyer Vincent M. Miles

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EXECUTIVE DIRECTOR

Frank Bane

ASSISTANT EXECUTIVE DIRECTOR

John J. Corson

General Counsel
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Henry P. Seidemann, *Director*

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Bureau of Business Management
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Bureau of Accounts and Audits
A. J. Hughes, *Director*

Informational Service
Louis Resnick, *Director*

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See page 131 for sources of information on the Social Security Act

LETTER OF TRANSMITTAL

SOCIAL SECURITY BOARD,
Washington, D. C., February 10, 1937.

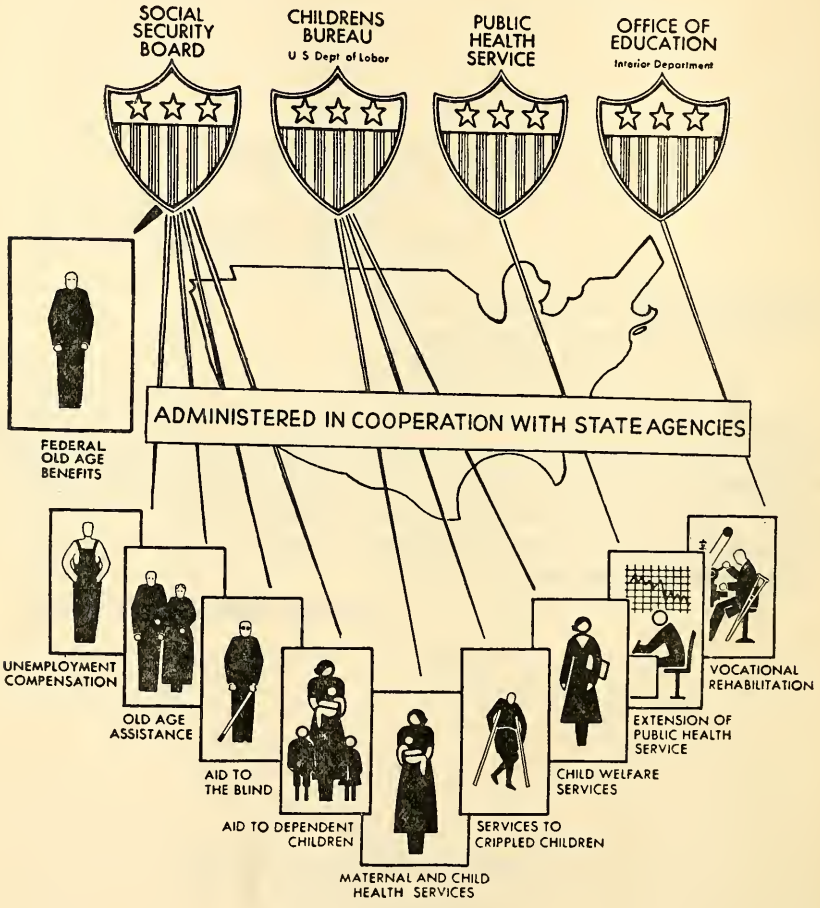
The HONORABLE, THE SPEAKER OF THE
HOUSE OF REPRESENTATIVES,
Washington, D. C.

DEAR MR. SPEAKER: In accordance with section 704 of the Social Security Act, I have the honor to submit the first annual report of the activities of the Social Security Board, covering the period from its establishment through the fiscal year ended June 30, 1936, and in certain particulars through December 15, 1936.

Respectfully submitted.

JOHN G. WINANT, *Chairman.*

HOW THE SOCIAL SECURITY PROGRAM IS ADMINISTERED



Prepared by the Informational Service
Social Security Board, Washington, D

FOREWORD

SECURITY FOR A PEOPLE

An attempt to find security for a people is among the oldest of political obligations and the greatest of the tasks of a state. The Declaration of Independence sets down as self-evident the right of a people "to provide new guards for a future security." The avowed object of the Constitution of the United States is "to secure the blessings of liberty to ourselves and our posterity."

But what is security? It is no blessing to be had for the asking. It is no gift of the government through a single legislative act. It is no abstraction too nebulous for definition. Security begins with bread and butter. But a mere subsistence is no security for the American citizen. The Nation is rich in natural resources; it possesses a developing technology; it has a varied abundance of human capacities to turn to account. Security is more than a condition of material well-being. An opportunity to earn a living, to be a member of the community, to have a part in the government is basic. In positive terms, the security of a people is the sum of the arrangements set up by business, by the government, and by society through which the things we cherish are safeguarded against the hazards we, as individuals, cannot control.

Above all, security is not static. The march of the decades brings changed conditions. Old problems have to be freshly stated, established safeguards to be supplanted by new. But there is still the necessity of serving a people in their lives and properties, their liberties and opportunities. As we have met the exigencies which changing times have brought, the domain of security has been enriched and enlarged. As the way opens ahead, we must secure its wider opportunities.

The quest of security is a task for the whole of the people. It must be worked out within a system which is distinctly American. That system does not offer the individual a life of security. It grants him an opportunity and imposes upon him the obligation to find security for himself. There can be no obligation without opportunity. And for opportunity the individual must look to private enterprise. Upon it he is dependent for a job, an income, a chance to get ahead, a place to put his savings. If agriculture, industry, and business are articulated into an orderly and smoothly running system, the more fundamental part of the problem is solved. To the extent to which they

are not so articulated, an obligation rests upon the government. Agriculture and industry must be aided to provide the opportunities out of which the security of the people is to be created. Thus, the security of a people is a great cooperative enterprise. The citizens, the economic system, and the government are partners in this national provision.

In this endeavor the government has its distinctive part. Its task is to quicken opportunity, to set up barriers against industrial shock, to care for the needy for whom private enterprise cannot provide. Its policies must be directed to all groups in society. The nation is an intricate organization of activities. Interests, occupations, and sections have different tasks to perform in a national economy. The security of each must be promoted within the circumstances peculiar to it.

The Social Security Act was passed as a single measure to promote the realization of this broad aim. Its meaning and significance are to be discovered in its relationship to the society it serves. It does not usurp the role of private enterprise. It recognizes work and a wage as the best security which the worker can find for himself. The act provides not a complete security in itself but a necessary complement to the security afforded by private enterprise and a complement to other measures of government directed to the same end. The plan would make a sorry go of it if the whole burden of keeping a people from destitution fell upon its provisions. In fact, it is the reasonable certainty of what industry can provide that makes it possible for government to undertake its task. It carries no threat to the way of individual thrift. On the contrary, it enlarges the opportunities and lessens the hazards of personal provision.

Here is the key to the Social Security Act. It hedges the major hazards of life about with safeguards which neither the individual alone nor industry unaided can provide. The life of the worker is continuous. The income from his job obeys the tides of the market; his expenses click on endlessly with the clock. This is the case for unemployment compensation. The worker's living comes from his job; yet his life is likely to outlast the skills which he can market. Neither wages nor savings can be depended upon to protect him against want in old age. The way of individual provision is beset with too many perils for safety. This is the case for old-age benefits. A number of hazards which no one can control lie in the path of every man and every woman—a dependent childhood, blindness, disability, the need for maternity care, an indigent old age. This is the case for public assistance and special services for health and welfare.

We cannot achieve security for a nation without promoting the security of the groups which make it up. But interests are inter-

locked. The well-being of industry reaches the farmer in a more plentiful supply of cheaper goods, just as an increase in the stream of farm income sets wheels turning and wage earners to work. As in war, so in public policy, forces must be massed at certain points of stress to protect the safety of all.

It is within this broad conception of the security of a people that the Board has endeavored to carry out the responsibilities allocated to it in the Social Security Act. An account of that stewardship is given in the following pages. Since this is the first report of certain activities new in our national life, it has been considered important to outline not only the record of events since Congress enacted the measure in August 1935 but also the ways in which, in actual experience, the purposes and methods set out in the act have been found to relate to past developments in the States and the Nation. Because of the widespread public interest in the social security program, the record of events and the more important statistical data here reported include not only the fiscal year ended June 30, 1936, but also, insofar as possible, the period through December 15, 1936.

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PART I

ESTABLISHING A SOCIAL SECURITY PROGRAM

PROGRESS UNDER THE SOCIAL SECURITY ACT

The Social Security Act was signed by President Roosevelt on August 14, 1935. On August 23, the Senate ratified the appointments of the three members of the Social Security Board as provided in the act. In the brief period which has followed measurable progress has been made in affording greater security to millions of American men and women. Experience affirms the value of the act as a means of attacking certain forms of insecurity conspicuous in modern life.

The Social Security Act may be summarized under five headings which gain significance when considered together. First, it authorizes grants to the States for three forms of public assistance which provide income for certain groups: The needy aged, needy dependent children, and the needy blind. Second, it makes possible the development of State systems of unemployment compensation and authorizes grants for their administration. Third, the act sets up a nationally administered system of old-age benefits for persons who have spent their active years in commerce and industry. Fourth, it authorizes Federal grants for the extension of the facilities of the United States Public Health Service and the Federal Vocational Rehabilitation Service and for the development of maternal and child-welfare programs, administered by the Federal Children's Bureau. Finally, it levies taxes to augment Federal revenues.

During 1936 activities have been initiated in each part of the program. On December 15, 1936, 40 States and Hawaii and the District of Columbia were cooperating in the provision of public assistance for needy aged persons. Twenty-six States and the District of Columbia had approved plans for aid to dependent children, and 27 States and the District of Columbia were cooperating in the provision of public assistance for needy blind persons. By December 15, more than 10,000,000 [1] gainfully employed workers could look forward to some security against the contingency of unemployment through the approved unemployment compensation laws of 18 States and the District of Columbia. The opening of social security accounts for an estimated total of 26,000,000 men and women was well under way. Ap-

[1] On Dec. 31, 1936, a total of 35 States and the District of Columbia had unemployment compensation laws, with an estimated coverage of 18,000,000.

proved programs for maternal and child-health services had been adopted by 47 States and Alaska, the District of Columbia, and Hawaii; while 41 States and the District of Columbia had established approved programs for child-welfare services, and 39 States and Alaska, the District of Columbia, and Hawaii had approved plans for services for crippled children. The program for vocational rehabilitation was operating in 45 States and Hawaii; in this instance, the District of Columbia and Puerto Rico were receiving funds under other legislation. All the 48 States and the 3 other jurisdictions eligible under the Social Security Act were cooperating with the United States Public Health Service in the expansion of public-health work.

Administration of the provisions of the act dealing with public assistance, unemployment compensation, and Federal old-age benefits is the responsibility of the Social Security Board. The first approval of an unemployment compensation law was granted to the District of Columbia on November 15, 1935. On December 20, 1935, the Board first approved a State plan for public assistance to needy aged persons, that of Michigan. On December 23, the Wisconsin plans for assistance to the needy blind and to dependent children were approved. Payments of public-assistance grants to the States started in February 1936, as soon as funds were available. In March 1936, the first grants were made for the administration of State unemployment compensation laws. On August 17, 1936, an unemployed worker in Madison, Wisconsin, received the first unemployment compensation payment under a State law. With the cooperation of 45,000 post offices, assignment of account numbers to persons eligible for old-age benefits was started on November 24. During this period, the Board has initiated a research program to fulfill the duty laid upon it by Congress of "studying and making recommendations as to the most effective methods of providing economic security through social insurance, and as to legislation and matters of administrative policy concerning old-age pensions, unemployment compensation, accident compensation, and related subjects."

Coincident with these rapid developments the Board also has been engaged in building up its administrative organization. The members of the Board are John G. Winant of New Hampshire, appointed to serve for 6 years; Arthur J. Altmeyer of Wisconsin, for 4 years; and Vincent M. Miles of Arkansas, for 2 years. John G. Winant was designated by the President to serve as chairman. The members of the Board devote their major attention to the formulation of policies. Responsibility for administrative and executive action has been assigned to an executive director. Frank Bane of Virginia was appointed to this post.

Under the supervision of the executive director, the work of the Board has been divided among three operating bureaus and five service bureaus. The executive director is responsible for the general supervision of the work of the entire staff of the Board and the direction of the 12 regional offices. This responsibility includes the establishment, coordination, and direction of the administrative organization; the assembly, review, and preparation of materials for the consideration of the Board; the preparation of a financial program for the Board and the control of financial operations; and the conduct of administrative relationships with the States and with agencies of the Federal Government.

The Bureau of Federal Old-Age Benefits is charged with carrying out the administrative duties incident to the program established under title II of the Social Security Act. In discharging its responsibilities it must maintain records of the earnings of each individual who at any time during his life acquires rights to benefits under this title. It works in close harmony with the Bureau of Internal Revenue and other governmental agencies with which it must cooperate and upon which it must depend for statistical information and advice. Through its representatives in regional and field offices, the Bureau will handle the initial receipt or adjustment of wage records, certification for payment of claims to old-age benefits, the adjudication of doubtful claims, and matters involving regulations, procedures, and contacts.

The functions of the Bureau of Unemployment Compensation arise from the provisions of titles III and IX of the Social Security Act. The Bureau is responsible for making recommendations to the Board concerning the conformity of State laws to the provisions of title IX. The Bureau examines the estimates of administrative expenses submitted by the States under title III and recommends to the Board the amounts to be certified by it to the Secretary of the Treasury for grants. When requested, it gives technical aid to the States in drawing up unemployment compensation legislation. It works in cooperation with State administrative agencies to aid them in developing general policies and in working out methods and procedures for the administration of State accounts, the training of personnel, the adjudication of contested benefit claims, the maintenance of employment offices, the preparation of statistical reports, and the study of technical problems.

The Bureau of Public Assistance is responsible for the administration of grants to States for old-age assistance (under title I), aid to dependent children (under title IV), and aid to the blind (under title X). It recommends to the Board the approval of State plans for the three types of aid which satisfy the requirements of the act. It exercises a continuous supervision over the operation of State plans through

its review prior to recommendations to the Board for the certification of grants. The Bureau of Public Assistance is also called upon by States which have not as yet submitted plans for advice with respect to the preparation of such plans. When requested, it consults with the States concerning technical problems involved in the administration of public assistance; to this end it develops general procedures and standards.

Five service bureaus have been organized by the Board to aid in the discharge of its functions. They are the Office of the General Counsel, the Bureau of Research and Statistics, the Bureau of Accounts and Audits, the Bureau of Business Management, and the Informational Service.

The Office of the General Counsel performs the legal duties incident to the work of the Social Security Board. This Office prepares interpretations of the law with respect to the duties and jurisdiction of the Board, drafts or reviews all administrative rules and regulations, and gives legal advice and prepares memoranda respecting possible amendments to the Social Security Act. It also passes on the legality of all contracts, leases, etc., entered into by the Board. It reviews State legislation submitted to the Board for approval under the Social Security Act and assists States, at their request, in their preparation or amendment of State legislation for assistance to the aged, to dependent children, and to the blind, and for unemployment compensation. In connection with litigation, it cooperates in preparing briefs in defense of the various provisions of the Social Security Act and, upon request, in defense of some of the State acts. It also handles initially all miscellaneous litigation, such as personal injury suits or contract claims, which involves the Board.

The Bureau of Research and Statistics maintains a research and analytical service to promote efficient administration of the law and to aid in the formulation of policies in the field of social security. The Bureau conducts studies of the economic aspects of social security legislation and of comparative legislative and administrative procedures in this country and abroad. The Bureau establishes systems of statistical reporting to provide current information on the various aspects of the social security program.

The Bureau of Accounts and Audits is charged with the establishment and maintenance of a system of accounting that will provide a control over all phases of the Board's financial operations. This includes a system of accounting for the appropriations made by Congress for the administration of the act and appropriations for grants to the various States and compilation of the necessary material for the annual budget.

This Bureau is prepared also to set up and maintain general control accounts of employees' earnings records and of payments of

Federal old-age benefits. It assists States, when requested, with the initial establishment of procedures for the accounting and reporting of funds allotted by the Federal Government. Field audits are made of State expenditures for unemployment compensation administration. This Bureau also makes audits of payments by the States to individuals receiving public assistance in order to determine, first, the cost of administration of the public-assistance titles; second, the conformity of payments to the requirements of the Social Security Act; and, third, the share of the cost of benefit payments and of administrative expenses borne by the State.

The Bureau of Business Management is charged with the classification of positions, selection and placement of personnel, preparation of pay rolls, and maintenance of personnel records. The Bureau is responsible for obtaining equipment and supplies and for renting and allocating office space. It operates stenographic and clerical pools to meet the temporary and emergency needs of the bureaus and to train new employees in correspondence and office procedure. In addition, this Bureau receives incoming mail, reviews outgoing mail, files correspondence, handles printing and duplicating, maintains telephone service, and arranges for travel on Government business.

The Informational Service was established to promote understanding of the Social Security Act on the part of the general public and of the millions of individuals affected by its provisions. The Service supplies information to employers, employees, and other groups; prepares publications dealing with the act and the methods of its administration; and answers inquiries regarding the purposes of the act and details of its administration submitted by individuals and the press.

In conformity with the Board's policy of decentralizing its activities and its relationships with the several State governments, regional offices have been established in 12 accessible centers. Each office is in the charge of a regional director who is the official representative of the Board within the region and is responsible to the executive director.

These regional offices provide requisite services to cooperating States, coordinate activities of the Board located within their respective regional areas, and furnish information to individuals affected by the Social Security Act. To insure the efficient administration of State plans for public assistance and of State unemployment compensation laws and to aid States requesting such service in setting up plans of administration, the Board maintains in each regional office a regional attorney and a staff of statisticians and experts in public assistance, unemployment compensation, and old-age benefits.

In addition to the 12 regional offices, the location of 108 field offices of the Board had been announced by December 15, 1936. It is

planned to increase this number as the need develops. The field offices are concerned primarily with the administration of old-age benefits. Through regional representatives of the Bureau of Federal Old-Age Benefits, who are under the general supervision and direction of the regional director, the regional offices are responsible for the efficient operation and the coordination of the activities of field offices.

Prior to February 11, 1936, the development of the work of the Board was hampered by lack of funds. In spite of this handicap, it was able, through the cooperation of other Federal agencies, to assemble a skeleton staff and begin activities in the autumn of 1935. By the time funds became available, its organization had been set up so that the work could be developed rapidly. Special attention has been given to the selection of a competent staff as individuals could be recruited and as the development of the program necessitated additional personnel. On June 30, 1936, the staff of the Board numbered 736; on December 15, 1936, it had been increased to 4,189.

The brief period in which the Social Security Act has been in operation has recorded a widespread leveling up of the opportunities of men, women, and children in the United States toward standards which few States had been able to attain alone. Orderly provision of aid to those who are too young or too old to earn soon will be substantially Nation-wide. At the same time, millions of self-supporting men and women have gained a far greater chance than ever before to attain a steadier income in their working years and an assured income when age diminishes their capacity to earn. The Social Security Act already has demonstrated its capacity to promote the goal set by President Roosevelt—"to employ the active interest of the Nation as a whole through government in order to encourage a greater security for each individual who composes it * * *."

THE FEDERAL GOVERNMENT AND THE STATES

Under the Social Security Act, the Federal Government has undertaken to cooperate in fields of activity which either had been neglected or had been carried on chiefly by States and local governments. In adopting the Federal Emergency Relief Act, Congress for the first time recognized that the amelioration of destitution was a general problem within the sphere of the National Government. As a result of the depression, there has developed throughout the country a widespread realization of the need for permanent measures to prevent destitution and promote security.

Experience has demonstrated that reliance on State action alone in these fields often means postponement and, in some cases, failure to act at all. The lesson may be read in respect to every one of the categories of insecurity dealt with in the Social Security Act. The

first State law for aid to the blind was passed in 1898; and the first for aid to dependent children, in 1911. Alaska passed a law for aid to the aged in 1915, and in 1923 State provision in this field first became effective. Yet in 1935 many States still were without such legislation. In the States with laws, the assistance actually provided often was meager and uncertain and was seldom available throughout the State.

State inaction in the field of social security was due in large part to the inadequacy of financial resources. The demands on State and local appropriating bodies were so heavy that new functions could be assumed only with the greatest difficulty. Furthermore, wealth produced in some States, or at least the resources practicably available for taxation, was insufficient to sustain such a program. It could be established only if Federal assistance were available. In the field of unemployment compensation special circumstances deterred action by the States, among them the fear that business in a State with such a law would be at a disadvantage in competition with similar business in States where such a measure was not in force.

Under the systems of Federal-State cooperation contemplated in the Social Security Act, the major share of the responsibility for the administration of the joint program rests with the States. In adopting the policy of cooperation, Congress followed precedents of long standing. In earlier legislation, Congress had found numerous spheres of public activity to be clothed with a national interest; yet it had not found it necessary that these activities be administered directly by Federal agencies. It had rather encouraged and assisted existing agencies already established in the States but under conditions which Congress deemed necessary to promote the national welfare, as in the case of interstate highways and of agricultural education.

In three aspects of the social security program there was an immediate and direct record of past experience in Federal-State cooperation. The cooperative Federal-State program of cash grants for public-health services was inaugurated in 1917; for vocational rehabilitation, in 1920; and for maternal and child-health services, in 1921. Experience under these three programs afforded a basis for their permanent and more extended form in the Social Security Act. The Federal-State system of public employment offices provided a working basis for provisions in the act which deal with grants to States for the administration of unemployment compensation laws. Experience arising out of the administration of emergency relief on a Federal-State basis during the depression influenced the provision of public assistance on a permanent basis, with definite legislative prerequisites for approval of a State plan.

The responsibilities of the Federal Government are allocated in the several titles of the act; those of the States are fixed by State legislation. To provide for public assistance to certain classes of needy

persons, the Social Security Act authorizes Congress to make aid available to States from Federal funds. This assistance is designed to supplement rather than to replace expenditures from State and local revenues. The expenditure of Federal money implies the assumption of Federal responsibility to assure the efficient use of funds for the purposes of the congressional appropriation. To this end, it is required that plans for programs be submitted by the States and approved by the Social Security Board. The act stipulates certain basic requirements for approval of a State plan. Except for these provisions, all particulars of the administration of the public-assistance titles rest with the States. The act contemplates either centralized administration by the State or local administration under State supervision. In this alternative the act reflects the difference in previous experience of the States. The amount of assistance and practically all the conditions under which assistance is granted are determined by the States.

In unemployment compensation the primary role of the Federal Government is to remove obstacles to State action. This aim is furthered by the provision of a uniform pay-roll tax on employers against which certain credits are allowed for contributions made by them to unemployment compensation funds established under an approved State law. There also is provision for grants to States to meet the cost of administering unemployment compensation. To be approved, a State law must fulfill the few broad criteria which show it to be, in reality, an unemployment compensation act; but a State is left free to establish any type of unemployment compensation system it desires. The States determine the rate and type of contribution, rate of compensation, the length of the waiting period, the duration of benefits, the type of unemployment compensation fund. In fact, the State laws already enacted vary widely in many respects, and the Nation is today utilizing the "experimental workshops" to test many competing theories concerning ways and means of providing unemployment compensation.

The States play no role in the administration of Federal old-age benefits. Because of the many shifts in residence from State to State and the length of time over which rights to benefits may accrue, this phase of the social security program calls for Federal administration.

Legislative action on the part of the States indicates a widespread interest in the problems dealt with in the Social Security Act. During the year in which the act became law, 35 States and Alaska, the District of Columbia, and Hawaii passed new legislation or revised existing legislation relating to or laying a basis for public assistance to the needy aged, to the blind, or to dependent children. In the period from January 1 to December 15, 1936, some type of public-assistance

legislation was enacted in 22 States. Between January 1, 1935, and December 15, 1936, 20 States and the District of Columbia enacted unemployment compensation laws. Prior to 1935, only one State, Wisconsin, had enacted such a measure, though more than 180 bills dealing with this subject had been introduced in State legislatures during the preceding 20 years.

Passage of State acts for unemployment compensation doubtless has been delayed by uncertainty as to the decision of the United States Supreme Court on the constitutionality of State legislation in this field. The four-to-four decision given by that court on November 23 affirmed the decision of the New York State Court of Appeals sustaining that State's unemployment compensation measure. Even though the court divided equally, confidence in the validity of such laws was immeasurably strengthened by the decision.[2]

A record of progress must consider not only the spread of the social security program geographically but also the completeness and effectiveness with which the various activities are carried on within State borders. For this purpose, it is suggestive to look back at the situation at the end of 1934, just prior to congressional consideration of the Social Security Act. At that time, only 30 of the 51 States and other jurisdictions had legislation for old-age assistance, and, within these, a third of the counties gave no old-age assistance; in most of the counties where assistance was provided requirements were highly restrictive, and lack of funds resulted in long waiting lists. Aid to dependent children was provided in less than half the local units in the 45 States having legislation for this purpose. In the States with laws for assistance to the blind, only two-thirds of the counties were participating. It was this situation which led Congress to require that a State plan must cover all political subdivisions in order to qualify for a Federal grant. As a result, all the plans approved by the Social Security Board are State-wide.

Prior to 1935, much of the State legislation for public assistance depended in large part on local support. At the end of 1934, 14 of the 30 old-age assistance laws provided for financing wholly from local sources, as did 12 of the 25 laws for aid to the blind. Of the 42 State laws for aid to dependent children in operation at that time, 28 were financed entirely by the localities. The State's share in support varied widely from State to State. Where State responsibility was slight or wholly lacking, local resources often were inadequate to cope with the financial load, especially during the depression. Since financial participation by the State is required for plans approved by the Social Security Board, support has become more adequate and more certain. With additional State funds and matching Federal funds, it has been possible to expand previous assistance programs and to establish

[2] On Dec. 31, 1936, 35 States and the District of Columbia had unemployment compensation laws.

programs where there had been none. Financial participation by the States insures not only more adequate funds but a greater interest in standards of supervision and administration.

During 1934, State and local governments spent about $77,000,000 for public assistance to the needy aged, to the blind, and to dependent children; and, in addition to this amount, there were undoubtedly heavy expenditures from general relief funds for the support of persons falling within these categories. As public-assistance legislation develops in the States, some of the relief burden will be transferred to assistance. The Federal appropriation of $128,000,000 for the three public-assistance programs for the fiscal year ending June 30, 1937, was based on the assumption that the States would provide approximately $163,000,000 to be matched by these Federal grants. On that basis, the total sum to be expended for public assistance during this fiscal year was estimated as approximately $291,000,000.

Significant changes in organization have been stimulated within the States by the public-assistance provisions of the Social Security Act. The act requires that an approved plan must "either provide for the establishment or designation of a single State agency to administer the plan, or provide for the establishment or designation of a single State agency to supervise the administration of the plan." This stipulation promotes uniformity of procedure and administration, equality of treatment, and adequate supervision of the program within the State. In varying degrees, such provisions often were lacking prior to 1935. Progress has been made also in the coordination of the programs for aid to the needy aged, the needy blind, and to dependent children. In most States the administration of approved assistance plans is centered in an integrated department of public or social welfare.

Another significant change in organization was stimulated by the provision of the Social Security Act which requires that an approved plan provide for a fair hearing by the State or other central agency of any applicant whose claim to public assistance is denied. Previously there had been practically no machinery of this nature. This appeal procedure assures just treatment to individuals. It also makes possible the exercise of some control by the central agency over procedures and policy in the administration of the law. A similar provision for a fair hearing is required before a State can qualify for an administrative grant for unemployment compensation.

A trend toward integration of State activities also is noticeable in the field of employment. Most of the States whose programs had been approved by the middle of December had placed the administration of unemployment compensation and public employment offices in the same agency. Progress in the coordination of these two activities is encouraging. Interest has been stimulated in the public employment service and impetus given to the expansion of the Federal-State

system of public employment offices inaugurated under the Wagner-Peyser Act in 1933.

The Social Security Board endeavors, as a part of its cooperative responsibility, to satisfy the requests of the States for advice in the formulation and establishment of their own programs. State legislatures and administrative officers have been confronted with the difficult task of enacting legislation, formulating plans, and setting up machinery. Laboring under great obstacles, they have made a notable achievement in getting the program under way. The Board has sought to render every possible assistance to the States. It has realized that the immediate necessity for aiding the needy outweighed considerations of administrative nicety. Smoother operation and more highly perfected plans will follow further experience of the Board and of the States.

Apart from the mass of administrative and procedural questions pressing for immediate solution, there are various basic issues of Federal-State relations which are receiving the attention of the Board. The central problems in Federal-State relations arise from the division of responsibility between the Board and the States. It is the duty of the Board to see that the broad policies laid down by Congress are followed. The State authorities, in turn, are responsible to the extent stipulated by the respective State legislatures for the execution of their related policies. To fulfill its responsibilities to Congress, the Board found it necessary to establish regulations, a reporting system, inspectional procedures, auditing and accounting controls, and other devices. In making decisions on these problems, the objective of the Board has been to establish safeguards adequate to protect the national interest without infringing on the freedom of action necessary to State administration—a freedom which, at least in its broader outlines, is specifically protected by the provisions of the Social Security Act. The Board cannot permit State agencies to depart from the conditions laid down in the national legislation, but it can so formulate its regulations that these conditions may be met with a minimum of inconvenience. These major difficulties, arising from the division of authority between Federal and State governments in the conduct of the program, will be resolved through the evolution of a sense of collective responsibility shared by all the participating units of government.

The Board has a broad conception of its duties. Neither it nor the States will be satisfied with a program which observes merely the letter of the law. Together they must work out the methods of efficient administration. The Board considers that its chief role in the process of promoting a superior level of governmental performance for the Nation lies in conducting research and disseminating information on particularly effective practices and procedures developed in the States.

The development of State agencies to administer public assistance and unemployment compensation creates numerous indirect problems within the States. It is necessary, here, to call attention only to the more important of them. How shall the assistance programs be integrated with the general public-welfare services of the States? What shall be the relationship between the three types of public assistance within the States? How shall the unemployment compensation agency be related to public employment offices and to agencies administering other labor legislation? How shall the newly established agencies for security legislation be fitted into the present structure of State and local government? It is the policy of the Board to avoid general judgments on these issues. When States have asked for advice, the Board has considered each situation individually, basing its recommendations on the peculiar needs and circumstances within each State. It is hoped that the new or expanded activities may be assimilated into the established State government in such fashion as to become an integral part of the State's sphere of responsibility.

Closely intertwined with the problem of administrative relationships between the States and the Social Security Board is the problem of the allocation of the costs of the assistance programs between the States and the Federal Government. Many of the States are well able to bear their share of the cost, while others confront fiscal questions when the cost of participation in Federal-State programs is added to the budgetary requirements of long-established State functions. The Board is conducting studies to obtain more precise information on these questions.

The Board is aware also of the many and complicated problems which face the States in their relationships one with another in many phases of the social security program. Questions of this type are raised at various points in this report and are the subject of special research investigations.

FINANCING THE SOCIAL SECURITY ACT

To meet the cost of financing the Social Security Act during its first fiscal year, Congress appropriated the sum of $41,935,000, exclusive of funds for vocational rehabilitation. On June 30, 1936, disbursements had been made to the amount of $28,445,292.50. The comparatively large balance remaining arises from the fact that, although the response of the States to the social security program was widespread, there were inevitable delays in some cases in the passing of legislation and the framing of plans before grants could be paid. (See appendix, table 10.)

Appropriations for the year ending June 30, 1937, amounted to $467,269,000, exclusive of vocational rehabilitation. A large part of

the increase over the first year, $265,000,000, is for the first payment to the old-age reserve account. The sum of $142,170,000 for grants for assistance, health, and welfare reflects an anticipated expansion. The appropriation for grants to meet the cost of unemployment compensation administration in the States also shows a marked increase in the second fiscal year as compared with the first. For the year ended June 30, 1936, $2,250,000 was appropriated for this purpose. For the following fiscal year the appropriation amounted to $29,000,000.

For the first fiscal year the sum of $1,000,000 was appropriated to meet costs of administration of the Social Security Board; the second year $30,800,000 was appropriated. The figure for the second year includes the sum of $12,400,000 to meet the special expenditures incurred in establishing wage records under the old-age benefits plan.

Up to September 30, 1936, almost $59,000,000 had been disbursed in grants to States. Of this sum, more than $43,000,000 was paid to finance old-age assistance. Grants for aid to dependent children and aid to the blind were approximately $5,000,000 and $2,000,000, respectively. Disbursements under the Social Security Act for maternal and child health, services to crippled children, and child-welfare services together amounted to a little less than $3,000,000; for public-health services, about $4,400,000. To these might be added approximately $770,000 for vocational rehabilitation. On September 30, 1936, $1,695,810.25 had been disbursed in grants to States for unemployment compensation administration. These figures for disbursements represent checks cashed by the States.

At the end of the first fiscal year, June 30, 1936, the unemployment trust fund showed accounts for three States and the District of Columbia, which, with interest earned, totaled almost $19,000,000. By September 30, accounts had been opened for two more States, and the balance of the deposits and earnings had grown to $34,561,994.14. Only one State had made a withdrawal from the fund. Wisconsin, whose unemployment compensation act had been in operation for 2 years, requisitioned $50,000 in July to meet future benefit payments. The unemployment trust fund as of December 15 showed deposits by eight States and the District of Columbia, and a balance which totaled $55,179,571.09. Wisconsin had received $150,000 by this date. (See appendix, table 16.)

FEDERAL OLD-AGE BENEFITS

Title II of the Social Security Act provides for the creation of an old-age reserve account in the Treasury of the United States, from funds appropriated annually by Congress. Section 201 (a) provides that a yearly appropriation be made in "an amount sufficient as an annual premium to provide for the payments required under this title, such amount to be determined on a reserve basis in accordance

with accepted actuarial principles, and based upon such tables of mortality as the Secretary of the Treasury shall from time to time adopt, and upon an interest rate of 3 per centum per annum compounded annually." The Secretary of the Treasury is directed to submit annually to the Bureau of the Budget an estimate of the appropriations to be made to the account.

The act also specifies that the amounts credited to the account, insofar as they are not required to meet current withdrawals, are to be invested so as to yield at least 3-percent interest per annum in interest-bearing obligations of the United States or in obligations guaranteed as to both principal and interest by the United States.

The provisions of the Social Security Act for old-age benefits are directed toward the achievement of three major aims. Briefly stated, they are (1) the payment of benefit without a test of need; (2) the budgeting of the cost according to an orderly plan which will effect a wise distribution between present and future payments; and (3) the provision of larger and more stable incomes in old age for many individuals whose economic situation has been notably insecure in the past.

The first objective—the payment of benefit without a means test—is responsible, in part, for the limited coverage of the act and the close link between benefits and earnings. As to the second objective—effecting a wise distribution between present and future payments—the financial arrangements of the old-age reserve account are intended to achieve an adjustment which conforms to the conditions of coverage and future payments. In considering the criticisms which are frequently leveled against old-age benefits financing, it is important to realize that the only practical alternative to a system based on the reserve principle is current financing out of general taxation. However, under the latter, the limitations as to coverage and eligibility which now obtain would not be appropriate. In other words, the question of whether we should have a "reserve system" or a "pay-as-you-go system" cannot be decided without considering the whole theory of the present plan, particularly as it concerns the interrelationship between earnings and benefits.

The third general aim served by the old-age benefits plan is to stabilize and increase the incomes of certain aged individuals. In order to fit these benefits into an existing economic system, they are related to wages earned. The amounts are calculated on the basis of wage records, not on the basis of need. It is not assumed that the system will provide maintenance for every individual who comes within its scope. The act proposes only to assure to each person who participates in industry for any considerable period of time at least a minimum income in old age. (See appendix, tables 7 and 8.)

Insofar as the old-age benefits plan serves the end of stabilizing incomes, it is one of several provisions tending in the same direction, developed in connection with one another and balancing and supplementing one another at strategic points. Of these, the public-assistance measures are the most closely related. Inasmuch as a considerable part of the population does not come within the scope of the old-age benefits plan, it is obvious that some system of assistance must supplement benefits if the dependent aged are to be provided for outside the general poor-relief system. Supplementation will be necessary also, since the average benefit paid in the early years will be lower than it will be in later years when recipients have accumulated larger aggregates of earnings, on which benefits depend. The old-age assistance provisions of the Social Security Act are intended to make possible a more acceptable method of aiding those 65 years of age and over in States which establish approved assistance plans. Allowances are paid only to persons in need; that is, those who qualify under a means test. It should be noted that the old-age benefits plan will tend to make possible a higher level of old-age assistance than could be achieved if it were not in existence, since many individuals who will receive old-age benefits otherwise might have been obliged to ask old-age assistance. As the benefit system matures, a full-time wage earner will be entitled to benefits larger, on the average, than the allowance now granted an individual from relief or assistance, though there may be cases in which the dependent wife of a beneficiary will find it necessary to apply for supplementary aid if she is without claim to benefits arising from her own previous employment.

The Social Security Act was drafted to provide a balanced and comprehensive system for supplementing incomes under various conditions in such a way as to increase the security of individuals and to mitigate the extremes of poverty now resulting from interruptions in income. If the monthly benefits are to serve these ends, they must be regular, predictable, and safeguarded by the public acceptance of Government responsibility.

UNEMPLOYMENT COMPENSATION

The financial operations necessary to the creation of an unemployment trust fund in the Federal Treasury differ from those involved in the old-age reserve account. First, it is not contemplated that the unemployment trust fund will be as large as the old-age reserve account. Second, the fund will be drawn upon frequently and at unpredictable intervals by the States. Third, there is no appropriation of funds by the Federal Government. The sums are deposited by the States and held in trust. Fourth, the unemployment trust fund is held in separate State accounts to which interest earned must be credited pro rata.

Under title IX of the Social Security Act, an excise tax is levied by the Federal Government on certain employers having eight or more employees. In 1938 and thereafter, this amounts to 3 percent of total pay rolls. Employers may credit against the Federal excise tax the contributions they are required to pay into a State fund under an approved State unemployment compensation law, up to a total of 90 percent of their Federal tax under title IX. Employers not contributing to State funds under approved laws pay the full pay-roll tax to the Federal Government; the proceeds in such cases, as well as the excess over the credits in other cases, are covered into the Treasury as general revenues. An unemployment trust fund is set up in the Federal Treasury, to hold moneys deposited by the States from their unemployment compensation funds.

A simplified account of the way in which unemployment compensation funds are invested and paid out and their relation to title IX of the Social Security Act may be set down in a series of five major steps, somewhat artificially arranged in a time sequence:

(1) On and after January 1, 1936, Federal pay-roll taxes, amounting to 1 percent in 1936, 2 percent in 1937, and 3 percent in 1938 and thereafter, are payable by all employers having eight or more employees in covered employments.

(2) Employers who make contributions required by States with approved State laws may credit against the Federal pay-roll tax the amount of their contributions, up to 90 percent of the Federal pay-roll tax. The amount of the Federal tax (after deducting credits when allowable) is paid directly to the Federal Treasury.

(3) In States with approved laws, the contributions paid into the State unemployment compensation fund are turned over immediately to the Federal unemployment trust fund where they are held in separate accounts to the credit of each State until requisitioned.

(4) The Treasury may, under certain restrictions, invest the money either by buying Government or Government-guaranteed bonds on the open market, or by turning over to the trust fund special obligations.

(5) States with approved unemployment compensation laws will, from time to time, requisition portions of the funds standing to their credit in the unemployment trust fund to pay benefits as provided by the State law.

No responsibility for the actuarial soundness of the State plans devolves upon the Federal Treasury. Its responsibility is limited to handling, investing, and liquidating portions of the trust fund as requisitions by the States for benefit payments make liquidation necessary. Under the terms of the act, little choice is left to the Treasury in investing the money. The law sets the minimum interest rate at the average rate borne by all interest-bearing obligations

forming a part of the public debt, except that where such average rate is not a multiple of one-eighth of 1 percent, the rate shall be the multiple of one-eighth of 1 percent next lower than such average rate.

Title III provides for grants to States to meet costs of proper administration of their unemployment compensation laws. It authorizes an annual congressional appropriation of not more than $49,000,000. The money is available, without matching, upon certification of the Board, to States whose laws comply with title III.

PUBLIC ASSISTANCE

The three titles embodying public-assistance provisions—I, IV, and X—offer funds to the States proportional to the amounts which the latter provide for distribution to needy individuals. These grants of Federal money for payments to individuals are increased by allowances to help meet the administrative expenses of the States in connection with these titles; in the case of titles I and X, these additional grants may be used for assistance to needy individuals.

The cost of grants contemplated by the public-assistance provisions of the act is borne by the Federal Treasury under annual appropriations. The estimates will vary annually in accordance with the extent of State participation, standards of assistance, and local needs. Titles I and X enable the Federal Government to match State funds for assistance to the aged and the blind, respectively, setting a limit to Federal grants of $15 per individual, monthly. Grants to help the States pay the cost of administering these two titles are to be calculated on the basis of 5 percent of the assistance grants made. The States may, however, use the 5-percent grant for payments to individuals if they so desire. In the case of dependent children, the matching grant is based on the number of dependent children in a family; the Federal Government will contribute one-third of the total expenditure of the State on its program up to a combined maximum of $18 per month for one child in a home and $12 for each additional child.

A comparison which throws some light on the size and adequacy of public-assistance payments may be made with the average of relief payments under the Federal Emergency Relief Administration. The relief figures show averages well below the amounts made available under the assistance titles and suggest that, as the States take full advantage of the sums provided for under the Social Security Act, assistance will show a decided advance over past relief standards.

Unfortunately for the immediate effectiveness of the program, the uncertainty of State action introduces elements of doubt as to the cost of public assistance. It is impossible to predict the number of individuals qualifying or the standards of grants from year to year. It is

probable that, in certain cases, the inability of the State to raise its share of the funds will limit the amounts paid out, almost irrespective of need in some depressed areas.

The large and, in many respects, the most urgent problem raised by the old-age assistance title of the social security program lies in the differences in the ability of the States to carry relief burdens. An examination of the figures so far available for public-assistance grants shows a range of several hundred percent between the high, low, and average payments to individuals in different localities. All recent surveys of local differences indicate a wide disparity of wealth, income, tax resources, and needs among the States.

PART II

ADMINISTERING THE SOCIAL SECURITY ACT

FEDERAL OLD-AGE BENEFITS

Title II of the Social Security Act stipulates the conditions under which workers in industry and commerce are entitled to monthly benefits at the age of 65 or to certain lump-sum benefits. These benefits are related to the earnings of qualified persons irrespective of need. To meet the obligations which devolve upon the Government by reason of these payments, an old-age reserve account is established in the United States Treasury to which Congress is authorized to make appropriations. This old-age benefits program is the only part of the act which constitutes a national plan, administered directly by the Social Security Board.

Old-age benefits are computed on the basis of the total wages earned by an individual from included employment after December 31, 1936, and before he reaches the age of 65. In computing the benefits, an individual's wages in excess of $3,000 a year from any one employer are not counted. Each person's monthly benefit represents one-half of 1 percent of the first $3,000 of these aggregate wages, plus one-twelfth of 1 percent of the next $42,000, plus one twenty-fourth of 1 percent of any amounts over $45,000, with a maximum monthly payment of $85. The lowest monthly payment will be $10, since, to be eligible for monthly benefits, workers must have earned at least $2,000 in wages as defined by the act. They also must have been employed, within the meaning of the act, during some time (a day or more) in each of 5 calendar years after December 31, 1936, and before they reach 65. Payment of monthly benefits will start in January 1942.

Certain lump-sum payments amounting to 3½ percent of total wages as defined in the act become payable beginning January 1, 1937. Such payments are made to persons who reach the age of 65 having fulfilled some but not all the conditions necessary to qualify for monthly benefits. They are made also to the estates of those who die before reaching that age. If a person over 65 dies before the sum of his monthly benefits equals 3½ percent of his total wages, the difference between these two amounts is payable to his estate.

Without going into all the refinements of legal definition, it may be said that all employments are included except agricultural labor,

domestic service in a private home, casual labor "not in the course of the employer's trade or business", service on a vessel documented under the laws of the United States or any foreign country, governmental service and service to certain governmental instrumentalities, such as banks within the Federal Reserve System, and work for certain organizations not organized for profit. The Railroad Retirement Act of 1935 further excludes from title II of the Social Security Act employment by railway, express, and sleeping-car companies subject to the Interstate Commerce Act, as well as employment by certain subsidiaries engaged in a service connected with rail transportation.

Title VIII of the Social Security Act imposes an income tax on the employees covered by the old-age benefits sections and an excise tax upon the pay rolls of their employers. For the 3 calendar years beginning 1937, the rate of each tax is 1 percent of wages and pay rolls, excluding so much of an individual's wage from any one employer as exceeds $3,000 a year. On January 1, 1940, and at the start of each 3-year period thereafter, the rate of each tax is increased by one-half percent until the maximum of 3 percent is reached in 1949. The tax is to be collected by the Bureau of Internal Revenue and paid into the Treasury of the United States.

Any old-age benefits plan based on earnings accumulated after the inauguration of the system is confronted at the start with the problem of the older worker, who has little time to build up the sum to be used as the basis for calculating benefits. The method of computing benefits outlined in the Social Security Act gives favorable consideration to the older workers. The same provision has the effect of affording more adequate levels of benefits for lower-paid workers, for whom the problem of old-age security is most acute. This is in harmony with the aim of the Federal old-age benefits plan to remove the insecurity of penniless old age from a large part of the working population.

The cost of the old-age benefits plan is bound to increase year by year for some time as more and more of the persons covered by it will reach retirement age and as monthly benefits are based on larger aggregates of wages. The problem of increasing costs is intensified in the United States because the age distribution of the population is in a state of flux. Students of population estimate that the proportion of old people will double within the next 50 years. As a result of these factors, the cost of the old-age benefits system will rise very rapidly within the next half century. The future obligations of the Government are envisaged in the act's provisions for building up the old-age reserve account to meet benefit claims maturing in subsequent decades.

During the consideration of the Social Security Act in Congress, there was much discussion of the position of employers who have

established private retirement plans for their employees. Such concerns have given considerable attention to the effect of the old-age benefits legislation on their arrangements. In a report to the Social Science Research Council, Mr. Rainard B. Robbins finds "there is no tendency on the part of employers to 'scrap' retirement plans because of the enactment of the Social Security Act" and that there is an increased interest in sound plans. A substantial number of employers are contemplating adjusting their retirement systems in such a way as to permit their benefits to supplement those payable under the act.

Since old-age benefits are based upon wages, a record of the wages of each employee covered by the plan must be maintained to determine the kind and amount of benefit to which an individual is entitled under the conditions of the act. It is estimated that approximately 26,000,000 workers are affected by the old-age benefits provisions as the plan goes into effect on January 1, 1937. Within the next 5 or 10 years, as workers not in covered occupations at the present time enter such occupations, wage records may be maintained for as many as 35 or 40 million individuals.

It was recognized from the start that in a program of such magnitude effective administration would require decentralization. As early as December 1935, the Board initiated studies of such factors as population densities, industrial concentrations, homogeneity of peoples, transportation facilities, location of cooperating agencies, and availability of space. After a thorough survey, a plan of field organization was outlined which provides for the eventual establishment of approximately 400 field offices throughout the United States. By December 15, 1936, the location of 108 field offices had been announced.

It is the function of the field offices to furnish information regarding the plan to employers, employees, and other interested persons and to maintain the Board's relationships with the millions of persons throughout the country for whom rights to benefits will begin to accrue on January 1, 1937. The offices will provide machinery for the administration of the program under which benefits will be paid to qualified workers. Finally, these field offices will bring the administration of Federal old-age benefits as close as possible to the people who are affected by this Federal plan and insure adequate, efficient, and economical operation.

A major problem in the inauguration of this program was that of opening an account for each of the persons who comes under the old-age benefits provisions as they go into effect. Once accounts have been opened for the existing labor force, the task of assigning account numbers to new entrants will be solved by routine procedure. A survey of methods of assigning account numbers to the millions of workers now employed in covered industries demonstrated that it

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would be advantageous and economical if the Nation-wide organization of an existing governmental agency might be utilized. After careful study of the facilities which might be drawn upon in several Federal agencies, the Post Office Department was asked to cooperate with the Board in handling this task.

The Acting Postmaster General and his associates in the Post Office Department agreed to cooperate in the assignment of identification numbers to employers and to inaugurate the assignment of social security account numbers to employees as a matter of public service, placing at the disposal of the Social Security Board its facilities and highly trained personnel. By this collaboration, approximately 45,000 post offices were made available for the convenience of the employers and employees of the Nation. The filing of applications was required by a Treasury decision, and, in carrying out these activities, both the Post Office Department and the Social Security Board acted, in a substantial sense, as agents of the Treasury Department. While the Board has undertaken to assign the account and identification numbers and to create the necessary indexes, the resulting data will be of value to the Bureau of Internal Revenue in its task of collecting taxes, as well as to the Board in authorizing the payment of benefits.

The procedure of assignment was carefully designed to be as simple as possible for both employers and employees. As the first step, the postman left with each employer a card officially known as Employer's Application for Identification Number, Form SS–4. These cards noted essential information on seven points, including the name of the firm, address, type of business, and approximate number of employees. When completed, the card was given to the postman or returned to the postmaster in any other satisfactory manner. It is estimated that the great majority of employer applications were filled out and returned during the prescribed period, November 16–21, 1936. The post offices forwarded all forms returned by employers to the Board's offices. From these cards an index of employers is being set up.

Upon receipt of the employer's application card, the postman delivered at his place of business a sufficient number of application blanks for social security account numbers for all the employees. The employer distributed these application blanks, officially known as Application for Account Number, Form SS–5. This application is a simple form asking the name and address of the worker, name and address of his employer, date and place of birth, father's name, and mother's maiden name. When the worker had filled out the application, he returned it in any of five ways: By handing it back to the employer, to any labor organization of which he was a member, or to a letter carrier; or by delivering it personally to any local post office; or by mailing it—without postage—in a sealed envelope addressed

merely, "Postmaster, Local." The facts on employees' application cards are held confidential and are accessible only to appropriate branches of the Federal and State governments.[3]

All completed applications were forwarded by local post offices to the first-class post offices, where large pools of typists and supervisory personnel were established. From each employee's application, they have been preparing in duplicate the permanent office record card (Office Record, Form OA–702), and filling out the detachable part of this record card which certifies that a social security account has been set up in the employee's name. The account number appears on both the office record and the detachable portion, which is known as the identification card. The original of the identification card is returned to the worker through the channel he used in sending it to the local post office. Upon receiving the card which identifies his account, the employee reports the number to his employer. If the card is returned to the employee through his employer, the employer makes a record of the number before giving the card to the employee.

The first-class post offices forward to the Social Security Board the original copy of the permanent office record and the employee's application. They retain the carbon copies of the permanent office record, arranging them in alphabetical order, and the carbon copies of the identification cards, filing them in numerical order. These carbon copies will be sent later either to the field offices of the Social Security Board or to the various State unemployment compensation commissions, in States which have unemployment compensation laws, for use when duplicates of the identification cards are requested.

An employee is expected to keep his original account number throughout his working life, regardless of changes in locality or occupation. If he loses his identification card, he can get a duplicate by applying to the Social Security Board, and, under certain circumstances, he can obtain a new number.

Because of present limitations of office space in Washington, offices for the handling of the account records were established temporarily in Baltimore. To these offices are forwarded the applications of employers and employees and the permanent office records prepared in the typing centers of the Post Office Department. A punch card will be prepared from the office record. This card will contain the account number, name, date of birth of the individual, and other significant data. From it all necessary records will be compiled. A second set of punch cards will be reproduced mechanically to be used later for actuarial and statistical purposes. From these cards a ledger account will be opened to record the wages of each eligible employee, and an index of employees will be compiled to be used in determining

[3] As of noon, Dec. 16, more than 22,000,000 completed applications for account numbers had been received from employees.

the account number of an individual when only name and date of birth are known.

The information necessary for maintaining the wage records will be obtained from periodic wage reports required of employers under Treasury Regulations 91, relating to the employees' income tax and the employers' excise tax under title VIII of the Social Security Act. These regulations are available at the offices of collectors of internal revenue. Under the regulations, all employers subject to title VIII are required to file with the Bureau of Internal Revenue information returns reporting the taxable wages which are paid to each of their employees. The first report is to be submitted within 1 month after June 30, 1937, and is to cover the period from January 1 to June 30, 1937. Thereafter, the reports are to be filed quarterly. In addition, the regulations require the employer to make an information return for each of his employees who attains the age of 65 or dies before attaining that age. These returns must be filed within 15 days after the employee's sixty-fifth birthday or the date of death. Tax returns are to be made to the Bureau of Internal Revenue monthly for each calendar month beginning with January 1937. The necessary forms upon which to make returns will be made available at the offices of the collectors of internal revenue.

The plan to post millions of individual accounts quarterly has made it necessary to utilize the most modern types of accounting equipment. Records will be maintained by electric accounting methods, which provide rapid and mechanical means of recording and summarizing individual earnings. This machinery also provides the means for preparing alphabetical and numerical indexes and statements showing accumulated earnings. The development of mechanical devices in recent years has made it far simpler to maintain records on this scale than it would have been 10 or 15 years ago.

While monthly old-age benefits will not be paid until 1942, it has been necessary to make plans for the prompt and proper settlement of claims for lump-sum payments due after December 31, 1936. Among the factors of special importance in the solution of this problem are questions of the employer-employee relationship, of covered employment, amount of wages, age, and identification. Particular attention was given to the availability of age records and to the problem of identification from both the technical and practical points of view. A field survey was made of the experience and interests of the groups most vitally affected by the program, and a series of conferences was held with personnel managers and with leaders and representatives of organized labor and veterans' organizations.

In making plans for the adjudication of claims, attention was given to the methods used by States in settling claims for workmen's compensation and unemployment compensation benefits. The pro-

cedures followed by the Veterans' Administration, other governmental agencies, and insurance companies were investigated, as was the experience in foreign countries under social insurance laws. Particular attention was given to the section of the act under which death payments are to be made. If the benefit is $500 or less, the Board may pay it directly either to the heirs-at-law designated by the State in which the deceased was domiciled or to his estate. If it exceeds $500, payment is made to the estate. The pertinent provisions of State laws and the interpretation of these provisions by the courts were studied carefully. On the basis of these and other studies, plans have been laid for uniform adjudication of the claims arising under the old-age benefits provisions and for adequate appeals procedures.

An actuarial division has been organized to study important questions connected with life contingencies, to assist in planning for the future development of the old-age benefits program, and to develop a code of actuarial principles pertinent to social security measures. One of its principal duties will be to inaugurate a thorough review of basic factors common to actuarial research—mortality, interest, expenses, benefit scales, and general financial provisions. These basic factors, in turn, are modified by such circumstances as opportunities for work after normal retirement age, age of actual retirement, transfers between covered and noncovered categories, migration of workers, wage rates by calendar years, and wage rates by age and occupation. In making such analyses, the division will maintain contact with sources of vital statistics in the United States and abroad, with the Government Actuary in the Treasury Department, and with research groups and professional societies whose specialized investigations may be of assistance. It will confer with leading insurance companies on questions of recordkeeping and methods of preparing statements. The specialized work of this division is closely harmonized with the more general statistical, financial, and economic research studies carried on by the staff of the Board.

PUBLIC ASSISTANCE

The relief of distress has been an acknowledged function of government for centuries. In this country, many States had developed special programs of aid for the blind, or for children, or for the aged before the passage of the Social Security Act. The public-assistance program outlined by the act represents, however, more than a mere extension of existing State services. It is based on a more definite recognition of the claims of the needy individual to assistance from his government than that in which the older poor-relief programs were grounded. It implies a new conception of the value to the community, as well as to the individual, of a broadly conceived public-welfare

program, national in scope but varying from State to State according to local needs and desires.

Before 1930, public relief in most States was entirely local in character or was restricted to certain limited groups in need of institutional care. In such States, the Federal Emergency Relief Administration introduced for the first time a nationally conceived program of direct public assistance to those in need. Educational as this experience was in many cases, its value was limited by its emergency character and by the speed with which the program had to be developed. By aiding the States to provide assistance to certain groups, the public-assistance features of the Social Security Act laid the foundation for the continuing development of a permanent public-welfare program.

In the first 6 months of operation under the act, the outlines of such a program began to take shape. The first and more tangible results of the public-assistance grants are to be seen in the increasing number of individuals who are receiving one of the forms of assistance specified in the Social Security Act. Several State plans were submitted to the Social Security Board for approval soon after its appointment, and a substantial number received approval shortly after the Board set up its skeleton organization. On June 30, 1936, 36 States and the District of Columbia had approved plans for one or more types of public assistance: 34 of these jurisdictions had plans for old-age assistance; 22, for aid to the blind; and 20, for aid to dependent children. By September 30, 1936, there were 40 approved plans for old-age assistance, 26 for aid to dependent children, and 24 for aid to the blind. Twenty jurisdictions had approved plans for all three types of assistance programs. By December 15, 1936, the number of approved old-age assistance plans had increased to 42, approved plans for aid to the blind to 28, and approved plans for aid to dependent children to 27.

The number of individuals who receive one or another of these forms of assistance has been greatly increased. This has resulted from the extension of aid in States previously without such legislation and also from the changes in existing laws made necessary by the requirements for approval set up by the Social Security Act. An approved State plan must be State-wide in operation, it must provide for State participation in the financing of assistance, and it must establish State responsibility for the administration or for the supervision of the administration of aid. Most of the State old-age assistance laws in effect prior to 1935 set 70 years as the minimum age limit for those who were eligible for assistance. The Social Security Act requires the reduction of the minimum age to 65 before January 1, 1940, but many States already have adopted the 65-year basis. This change greatly increased the number of individuals eligible for assistance.

The older type of public-assistance legislation frequently established highly restrictive State and local residence requirements to keep down

the relief load and discourage emigration from neighboring States which made no provisions for dependent children, the needy aged, and the needy blind. State old-age assistance laws prior to 1935 had required, in some instances, as many as 15 years of residence in a county or as many as 35 years in a State. The provisions of the Social Security Act, which make one condition of approval of State plans a maximum residence requirement of 5 out of the last 9 years and 1 year of residence immediately preceding application, have resulted in a marked liberalization of many State plans. The act also makes it a condition of approval of a plan that the State should not deny aid to any citizen of the United States on the ground of a special citizenship requirement.

The Social Security Act sets a maximum age limit of 16 years for dependent children eligible for matched assistance from Federal funds; in some States, 14 years was the previous limit. In State plans for aid to dependent children there also has been a material liberalization of previous residence requirements. No approved plans now require more than 1 year's residence within the State or jurisdiction. Many of the early State mothers'-aid laws limited assistance to children living with widowed mothers. The Social Security Act specifies less stringent requirements as to the persons with whom the child makes his home. The stipulations of the act concerning causes of dependency which make the child eligible for aid have tended to broaden State plans for aid to dependent children and to make possible much more suitable arrangements for the care of many children. The number of individuals who are receiving public assistance of one kind or another may be expected to increase further as approved plans under newly passed laws actually come into operation.

Lack of comparable data for earlier periods makes it difficult to ascertain just how much the aged, the blind, and dependent children have gained through the operation of the Social Security Act. The Board is attempting to compile comparative data on numbers of cases and payments under mothers'-aid legislation for the 4 years preceding the passage of the Social Security Act, supplementing earlier material collected by the United States Children's Bureau. Data on experience under State laws for old-age assistance and aid to the blind prior to 1936 have been gathered by Florence E. Parker of the United States Bureau of Labor Statistics by means of questionnaires sent to State and county agencies and are summarized in a series of articles in the *Monthly Labor Review*. No data are available at present on old-age assistance and aid to the blind in 1936 in States which were operating without Federal funds solely under their own laws.

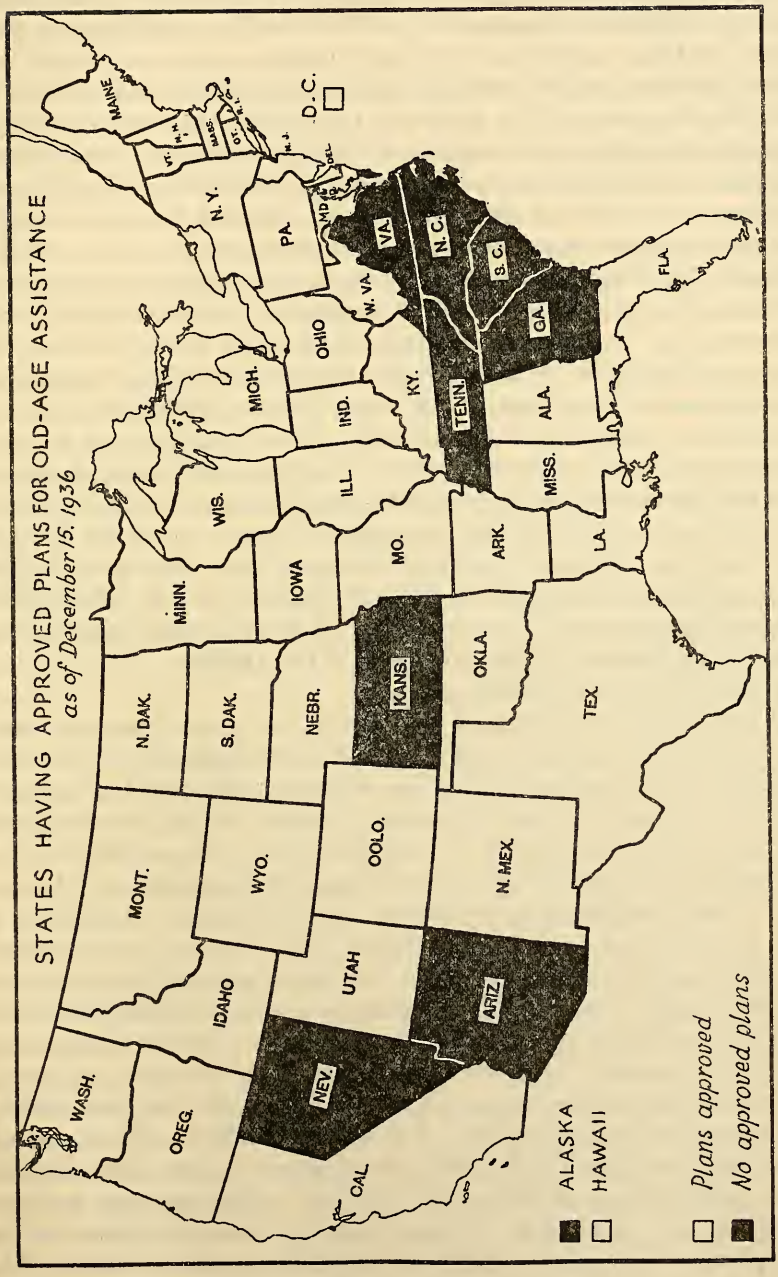
It is clear that there has been an active extension of State programs for aid to the aged. In 1931, 76,663 persons were receiving old-age assistance in the United States. By 1934, this number had increased to 235,265; in 1935, it was 408,502. In June 1936, in the 34 jurisdic-

tions then receiving Federal funds for old-age assistance under the Social Security Act, there were 602,672 recipients of assistance; in October 1936, in the 40 jurisdictions receiving funds under the Federal-State program, there were 974,383 recipients.

The same expansion is seen in the figures for the average amounts spent per month for old-age assistance. In 1931, the figure for all States having old-age assistance laws was $1,437,173; in 1934, it had increased to $3,286,555; by 1935, to $5,659,587. By June 1936, the 34 jurisdictions in the Federal-State program spent $9,634,327; in October 1936, $18,031,059 was paid out under 40 approved plans for old-age assistance. Of the total increase in payments by October 1936 over the payments in the same group of 40 jurisdictions in 1935, 28 percent was due to the adoption of plans in jurisdictions not previously making payments for old-age assistance; the remainder was due to an increase of payments in States which had had some form of old-age assistance previously. The fact that the number of recipients of aid increased somewhat less rapidly than total expenditures would indicate that individuals were receiving somewhat larger amounts because of Federal funds available under the Social Security Act.

Because of differences in reporting data for earlier years it has seemed advisable to exclude any comparison of average payments per recipient under State laws and under the program of Federal-State cooperation. The average monthly payment per recipient for all States with approved plans reporting from February through August 1936 was about $15.90; by October, the average had risen to about $18.50. This is a national average for the operation of Federal-State programs. The average amounts paid in the different jurisdictions vary widely, ranging in October from $3.59 to $31.45, and, of course, the payments to individuals show a still greater spread from the lowest to the highest. It would seem clear that the primary effect of the Social Security Act in this first year has been to increase the number of aged individuals receiving assistance. It also has had some effect, but a lesser one, on the size of the average payment made to these individuals.

So far, the States have shown less interest in participation in the Federal program for aid to the blind. Of the 29 States which administered aid to the blind in 1935, 16 were operating under plans approved by the Social Security Board by October 1936. In addition, 6 States and the District of Columbia which had had no previous legislation for aid to the blind were operating under plans approved by the Social Security Board. A total of 35,338 blind individuals were receiving aid in 1935; of these, 20,138 were in the 23 jurisdictions which were operating in October 1936 with Federal grants under the Social Security Act. While 24 jurisdictions had approved plans, only 23 were receiv-


STATES HAVING APPROVED PLANS FOR OLD-AGE ASSISTANCE
as of December 15, 1936
MAINE
VT.
N.H.
MASS.
CONN.
R.I.
N.J.
DEL.
MD.
D.C.
N.Y.
PA.
W. VA.
VA.
N.C.
S.C.
GA.
FLA.
OHIO
KY.
TENN.
ALA.
MISS.
LA.
ARK.
MO.
ILL.
IND.
MICH.
WIS.
MINN.
IOWA
NEBR.
KANS.
OKLA.
TEX.
N. MEX.
COLO.
ARIZ.
UTAH
NEV.
IDAHO
WYO.
MONT.
N. DAK.
S. DAK.
OREG.
WASH.
CAL.
ALASKA
HAWAII
Plans approved
No approved plans

ing Federal funds. These 23 jurisdictions gave assistance to 27,999 individuals in October 1936.

The average monthly grant per recipient in October was about $25.14. Because of the number of States which continued to give aid to the blind under their own laws without cooperation under the Social Security Act, the total monthly payments for such aid to the blind in the country as a whole in 1935 ($669,216) were almost as large as payments in October 1936 ($703,933) under the Federal-State programs. However, payments for aid to the blind in the 23 jurisdictions operating with Federal funds in October 1936 were nearly twice the average spent monthly in those States in 1935. Of this increase, 11 percent was due to payments in States not previously operating under State laws and 89 percent to increases within jurisdictions which had been giving aid to the blind in 1935. Administration under the Social Security Act has increased greatly the amount of money paid to blind persons in those States operating under the act and has made it possible for such aid to be introduced in some areas where it was unknown before. Such administration, however, does not yet include all the States where aid already was in existence.

In February 1936, 68,638 dependent children in 25,568 families were receiving aid under the Social Security Act. By October 1936, the number had increased to 268,903 children in 105,143 families. The total amounts paid to recipients of aid to dependent children were $602,865 in February 1936 and $2,782,521 in October. There are no comparable figures for earlier periods.

If it is difficult to estimate the influence of the Social Security Act in the public-welfare field in quantitative terms, it is even more difficult to evaluate the qualitative changes in administrative organization and practice which have been effected during the past year. The act itself sets up certain conditions which must be satisfied before a State plan can be approved by the Social Security Board. A number of these conditions have already been discussed. Their effect is to make assistance available to a larger proportion of the needy aged, the blind, and dependent children than were covered by State laws and more nearly to equalize the services to such individuals within each State, though not throughout the Nation. Another important stipulation designed to protect the recipients of assistance is the requirement that persons whose claims for assistance have been denied must have an opportunity for a fair hearing before the State agency. The Social Security Act does not permit the use of matching Federal funds for aged persons under care in public institutions such as almshouses, and so is tending to lessen the use of such institutions for individuals who are able to live independently or with relatives. The act requires also that payments of public assistance to needy individuals be made in cash; in a number of States assistance had previ-

ously been paid in the form of grocery orders, food baskets, second-hand clothing, or other relief in kind. The change to cash payments permits recipients of public assistance greater freedom in planning their own expenditures and thus affords a greater sense of security and dignity.

The Federal act has no provision concerning the responsibility of relatives for care of the aged or the blind. The availability of increased funds has fostered the recent tendency in the States toward a more liberal policy in this respect. While the Social Security Act sets no limit to the requirements which the States may make concerning the maximum property which a recipient of assistance may possess, present State requirements are, in general, less stringent than those of earlier legislation. The Federal Treasury is protected in the case of old-age assistance by the provision that one-half of any amounts recovered from the estate of a deceased person by a State is to be paid to the United States Treasury. Enforcement of claims against estates is becoming less strict, since many States feel that the expense of collecting such claims ordinarily is greater than is warranted by the sums to be recovered, particularly when there are surviving members of the family who may be kept from the need of public assistance by inheritance of the small amount of property involved.

The Social Security Act does not define need nor indicate what constitutes an adequate standard of assistance. The Federal Government offers to contribute one-half of the amounts granted for old-age assistance or aid to the blind, up to a Federal-State total of $30 per month per recipient; in the case of dependent children, the maximum Federal grant is one-third of the total expenditures under such programs, up to a Federal-State total of $18 per month for the first child and $12 per month for each additional dependent child in the same home. The States, of course, may make larger grants in any of the three public-assistance programs entirely from their own funds. The act specifies no minimum grant. A few States have proposed to pay monthly allowances to all individuals over 65, regardless of need; but the Social Security Board has taken the position that the law permits it to match grants only in the case of needy individuals. The determination of need devolves upon the State and local agencies administering the program.

The particular requirements and the adequacy of assistance in individual cases depend, therefore, upon the character of State legislation and upon the viewpoint, the authority, and the efficiency of the State administrative personnel. Methods of administration must be such as to secure efficient operation of the plan, and reports must be submitted to the Social Security Board at its request. There is no requirement determining the specific form of organization to be adopted by the State in its administration of the public-assistants

plans. In practice there has been great variation in the types of organization set up by the different States.

Where local county welfare organizations already were established, these usually have retained the responsibility for local administration of assistance under supervision of the State agency. Other States preferred to place the primary responsibility on the State agency and to administer the program through branch offices. The methods of financing the non-Federal share of assistance also vary greatly from State to State. In some cases, the State bears the entire cost; this is the situation both in States where the local units are primarily responsible for administration and in States where responsibility is more highly centralized. More frequently, when the county is the unit of administration of public-assistance plans, it also shares in the cost of assistance.

The Social Security Act provides that a single State agency must administer or be responsible for the administration of the State plan. This provision does not, of course, require that an agency be devoted exclusively to the administration of one form of assistance. There has been a tendency to entrust the administration of all three types of assistance to a single State department of public welfare. In some States, where old-age pension commissions or old-age assistance boards or child-welfare departments already were strongly organized, these separate agencies remained in existence. However, the requirement that the plans be in operation in all local units and the inability of most counties or townships to pay for specialized workers for each group receiving assistance have tended to result in a unified local administration of all types of public-assistance legislation. This development is fostered by a growing recognition of the wisdom of considering the needs of the family group in which an individual is living, even though assistance be granted to him on the basis of his specific eligibility for a particular type of aid.

Into this general public-welfare framework are fitted the special types of services. Although a county ordinarily cannot afford to maintain a specialist in the problems of the blind, a specialist in vocational education and placement work, or a specialist in problems of juvenile delinquency, the State agencies can have such specialists on their staffs to supervise and aid the work of the local units. In several States, the State agency for the first time is making available to all counties the services of home economists to assist families with special dietary or budgetary problems or insurance specialists to assist in the most effective utilization of insurance policies, as well as the services of trained medical and vocational workers. With increased funds, the States may find it desirable to make even greater use of such trained specialists. As the States supplement the services and facilities of their local agencies, so the Bureau of Public Assistance of the Social

Security Board makes available to the States certain types of specialized service and guidance which they might otherwise lack.

It is the function of the Bureau of Public Assistance of the Social Security Board to scrutinize all plans submitted by the States and to submit to the Board those which the Bureau and the Office of the General Counsel find are in accordance with conditions for approval set up by the Social Security Act. In many cases, it has been necessary for the States to modify their laws or even to amend their constitutions in order to take advantage of the Federal grants. Once their plans have been approved, the States submit quarterly estimates of the amounts they expect to spend for public assistance during the next quarter. These estimates are reviewed by the Bureau of Accounts and Audits and by the Office of the General Counsel, as well as by the Bureau of Public Assistance, before they are finally passed upon by the Social Security Board. Any amounts not expended in one quarter are deducted from the allotment to the State in a following quarter. In addition to the matching grants for assistance, the act provides for certain additional payment to the States. In the case of old-age assistance and aid to the blind, an additional amount representing 5 percent of the Federal matching grant may be given to a State either to meet costs of administration or to provide assistance payments.

Federal grants may be suspended in the case of an approved plan which no longer meets the requirements specified by the Social Security Act. The Board must scrutinize the actual administration of public assistance in the States in order to pass upon each quarterly request for matching grants and so exercises a continuous general supervision of the operation of State plans.

During this formative period, the Board has offered the advice and service of its staff to aid in the setting up of State plans of administration. When requested, it has aided in decisions as to methods of organization and in the formulation of State laws. Similarly it has lent to State agencies members of its own staff with special training and experience in public-assistance work. A field staff of about 15 persons has been engaged constantly in meeting the call of the States for advice and assistance. The Board has offered no set formulas but has sought, rather, to work out with the States various methods of meeting their own local problems, leaving to the States the final decision as to which method should be followed.

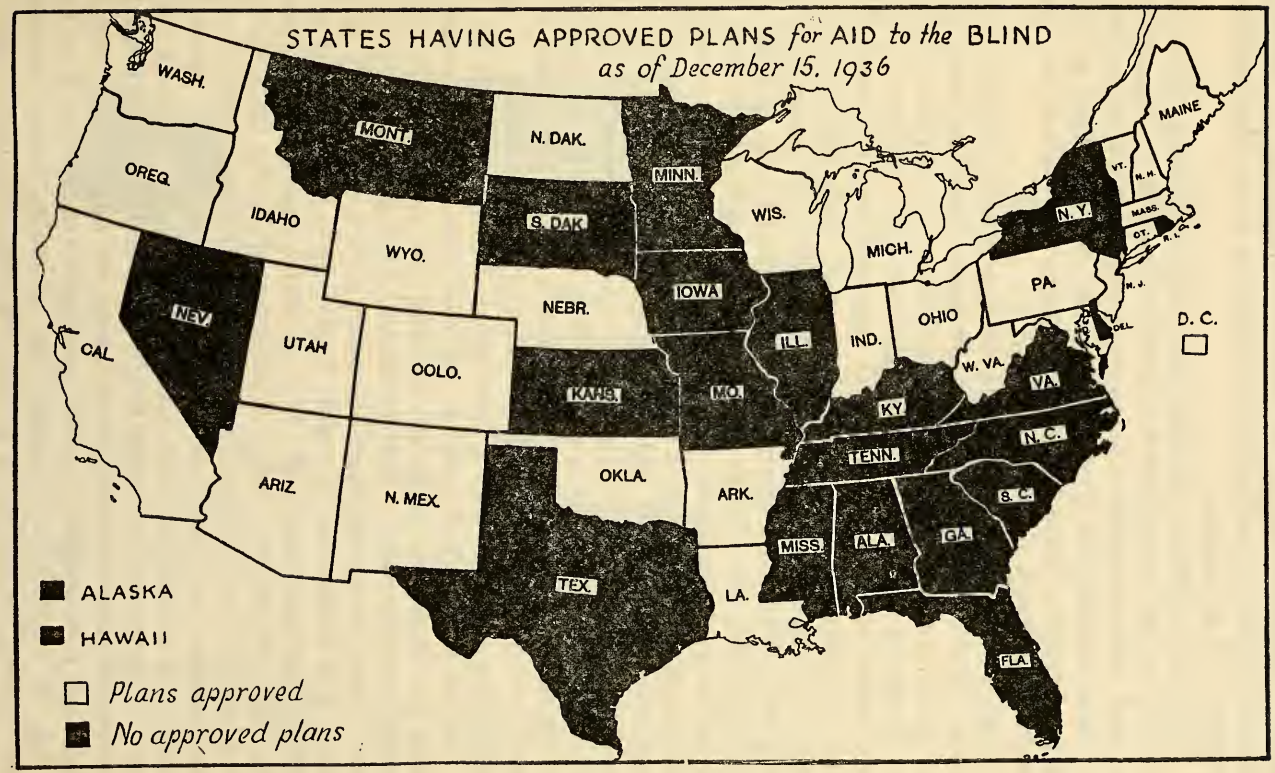
The staff of the Board has acted as a clearing house for information and as a source of professional advice. It has attempted to formulate, for the use of the States, the best procedures in interviewing and checking on the eligibility of applicants, the most efficient methods of recordkeeping and of State supervision, the basic requirements of

a fair hearing for all persons whose claims have been denied. It has been concerned also with the definition of blindness to be used in making Federal grants. Similar problems requiring definition and formulation of procedures are continuously under consideration.

There is a very real problem of obtaining personnel adequately trained and equipped to administer the public-assistance programs in the States. In some States, experience gained during the emergency relief program has made it easier to find adequate personnel and to set up an adequate organization, but in others there still is little recognition of the professional character of such work. The Board does not recommend individuals, nor does it have anything to say about qualifications, tenure, or compensation of State employees. It does urge upon the States the need for competent administrators and for minimum objective standards of training and experience. It is prepared to help any State to develop a program of training for its administrative personnel. Several States have requested aid in the establishment of merit systems. Although the State requirements of local residence of employees and lack of appreciation of the need for trained staff members offer difficulties in some cases, there has been marked progress toward the building up of competent State administrative agencies.

Both the Social Security Board and the cooperating State agencies recognize that they have only begun to develop an adequate public-welfare program. The most obvious achievement in these first months has been the extension of assistance to thousands of individuals. But these numbers, taken by themselves, may lead to mistaken conclusions. Figures of the amount of assistance received by individuals indicate that, in many States, the monthly income provided is inadequate for support by any standard one may choose as a measure. In some cases, inadequate grants are the inevitable concomitant of the limited economic resources of the State.

Among the less obvious, but deeply significant, achievements of the first year is the growing appreciation on the part of the community of the need for more adequate community services and facilities. Cash assistance may not be enough. Many individuals who do not require institutional care do need a type of medical service which is not available locally or is too costly for them to purchase individually. The fact that the Social Security Act does not permit approval of State plans which impose county residence requirements as a condition of eligibility already has made it possible for recipients of public assistance to receive types of special care available in only a certain part of their State. Thus, for the first time, many blind individuals now are able to take advantage of facilities for vocational training. There is need, however, for the extension of such facilities and the development of others on a much wider basis than at present. The

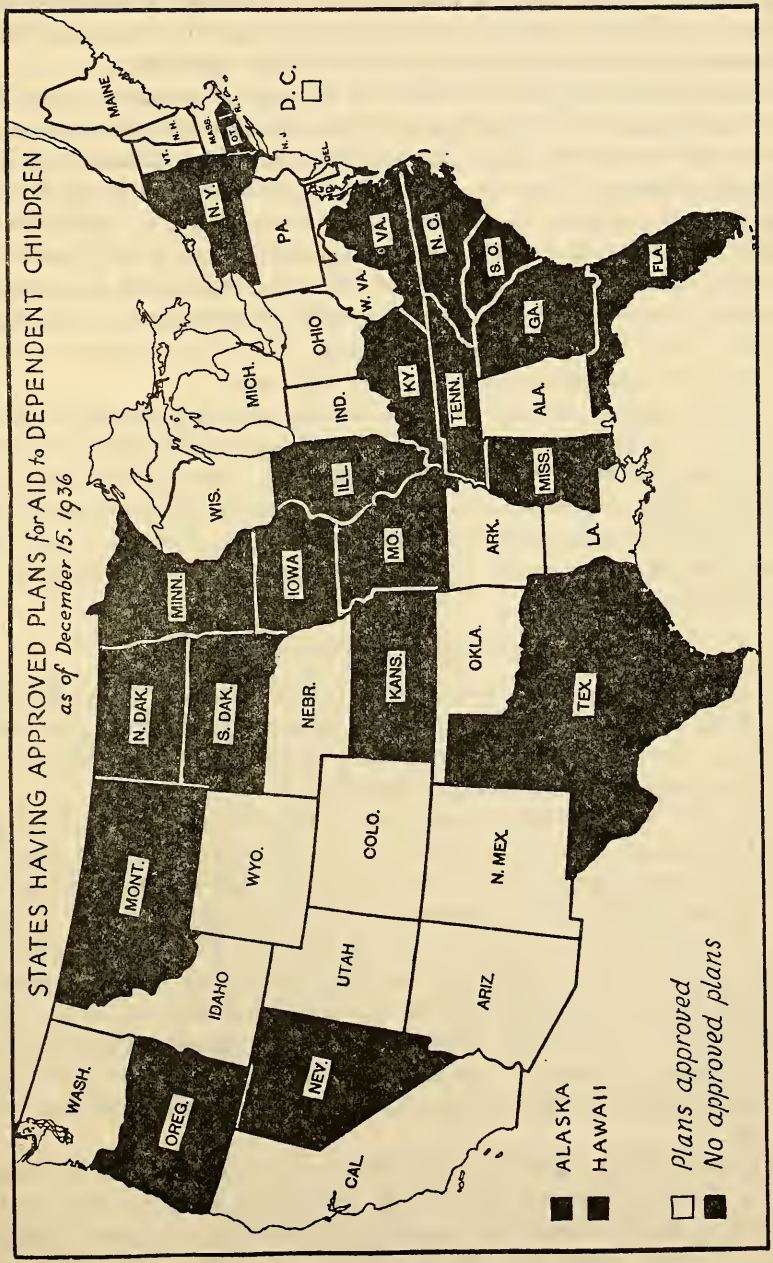

STATES HAVING APPROVED PLANS for AID to the BLIND
as of December 15, 1936
WASH.
OREG.
CAL.
IDAHO
NEV.
MONT.
WYO.
UTAH
ARIZ.
COLO.
N. MEX.
N. DAK.
S. DAK.
NEBR.
KANS.
OKLA.
TEX.
MINN.
IOWA
MO.
ARK.
LA.
WIS.
ILL.
MICH.
IND.
OHIO
KY.
TENN.
MISS.
ALA.
GA.
FLA.
S. C.
N. C.
VA.
W. VA.
PA.
N. Y.
MAINE
VT.
N. H.
MASS.
CT.
R. I.
N. J.
DEL.
MD.
D. C.
ALASKA
HAWAII
Plans approved
No approved plans

Board works closely with the Public Health Service, the Children's Bureau, the Vocational Rehabilitation Service, and with private organizations in an attempt to foster the development of community facilities. This is one part of the program where great progress is possible and necessary.

The State agencies administering public-assistance plans report monthly to the Social Security Board the number of cases receiving aid and certain minimum information about these cases. As this reporting becomes more complete and as special studies are undertaken, far more complete data will become available on the public-assistance features of the act.

It already is clear that there are certain gaps in the present program, quite aside from the fact that certain States and Territories are not yet participating in all types of assistance. Unfortunately, there are no figures to indicate what proportion of the recipients of assistance under the Social Security Act has come from the general relief rolls. Certainly many individuals over 65, many needy blind persons, and many mothers of dependent children were receiving assistance from Federal emergency relief funds prior to the passage of the Social Security Act. Large numbers of these individuals have come under the public-assistance program. Field reports from the States indicate also that persons of more than 65 are being transferred from work-relief programs to old-age assistance. To a lesser extent a similar transfer is being made of mothers of dependent children. In some localities there still is a belief that, under such circumstances, women should work for their assistance, though teachers and others interested in preventing juvenile delinquency urge that it be made possible for needy mothers to take care of their children at home.

Another group which is either excluded from aid or inadequately cared for at present comprises persons who are unable to satisfy residence requirements. Individuals who have lived in one State for many years move to another State and, after a short period of residence, find themselves in need. Under most State laws they are ineligible for assistance in the State to which they have moved until they have completed 5 years of residence, while the State in which they formerly lived frequently denies them assistance on the grounds that they have lost their previous State residence there. Since these persons are in need, in most instances they will ultimately receive financial assistance from public funds, either from emergency relief or, where settlement laws are relatively liberal, through the State poor law. There now is no Federal financial participation in either of these types of aid. It would seem economical for the States to work out agreements among themselves to provide for such individuals under the public-assistance provisions of the Social Security Act, and the question of interstate agreements of this character is under considera-


STATES HAVING APPROVED PLANS for AID to DEPENDENT CHILDREN
as of December 15, 1936
MAINE
VT.
N.H.
MASS.
CT.
R.I.
N.J.
DEL.
D.C.
N.Y.
PA.
W. VA.
VA.
N.C.
S.C.
GA.
FLA.
OHIO
KY.
TENN.
ALA.
MICH.
IND.
ILL.
MISS.
WIS.
MINN.
IOWA
MO.
ARK.
LA.
N. DAK.
S. DAK.
NEBR.
KANS.
OKLA.
TEX.
MONT.
WYO.
COLO.
N. MEX.
IDAHO
UTAH
ARIZ.
WASH.
OREG.
NEV.
CAL.
ALASKA
HAWAII
Plans approved
No approved plans

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tion in a number of States. As the residence requirements of the Federal act represent only the maximum permissible requirement, the Social Security Board would be in a position to approve State plans providing for such interstate agreements and to permit Federal financial participation in the cost of aid to these persons.

Another type of problem arises in the case of an aged person who may have relatives in an adjoining State who can offer him a home but are unable to furnish him with complete support. Under most State old-age assistance laws, the needy person must remain in the State in which he is receiving assistance and, consequently, is unable to live with such relatives though that arrangement often would result in a marked saving in the amount of financial assistance he requires. Similar situations occur in the programs of assistance to dependent children and the needy blind. Many States are already contemplating interstate agreements to cover such cases.

When monthly old-age benefits become payable under the Social Security Act and when benefits are payable more extensively under State laws for unemployment compensation, there should be a considerable provision of income to various groups in circumstances which now may constitute a claim on public assistance. To that extent these other permanent programs should eventually lighten the load carried by public assistance.

UNEMPLOYMENT COMPENSATION

The Social Security Act does not set up a system of unemployment compensation. It merely provides a framework within which States which so desire may enact the type of unemployment compensation law they consider best suited to their needs.

Title IX of the Federal act levies a pay-roll tax on employers of eight or more in certain fields of employment. It also specifies certain credits against this tax available to employers who contribute to an unemployment compensation fund established under a State law approved by the Social Security Board. The requirements for that approval, also stipulated in title IX, merely define a genuine compensation law, safeguard the funds, and prohibit use of the funds to lower labor standards. Title III of the act specifies the conditions under which a State with an approved unemployment compensation law may qualify for Federal grants to meet the costs of administering its law.

The role of the Social Security Board, therefore, consists in approving a State law under title IX of the Social Security Act, and in certifying that it meets the conditions of title III, and hence is eligible for a Federal grant for administrative expenses. The Board also determines the cost of "proper administration" of State laws and receives "such reports, in such form and containing such information as the Board may from time to time require."

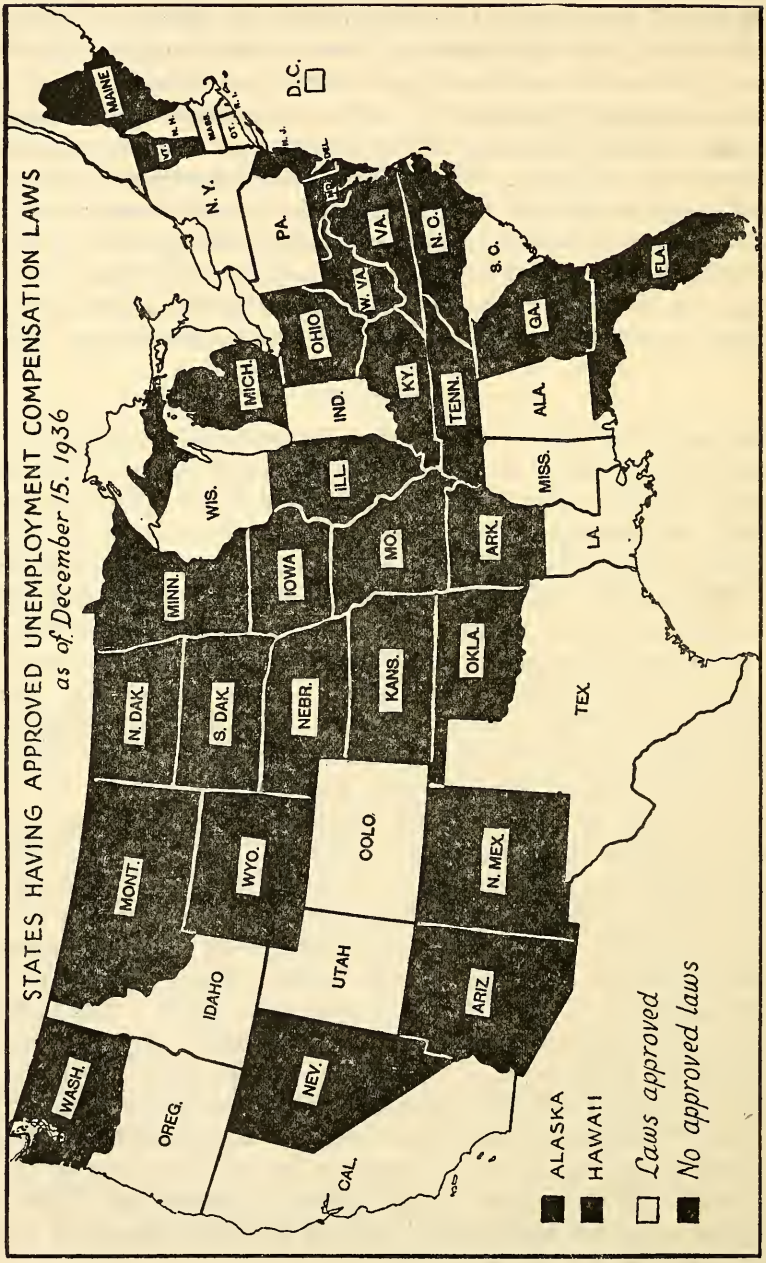
The activities arising from the Board's responsibilities in this field are centered in the Bureau of Unemployment Compensation with the assistance of the General Counsel's Office, the Bureau of Research and Statistics, and the Bureau of Accounts and Audits. When requested, the staff of the Board assists the States in drafting laws that conform with the Federal act; in setting up administrative organizations and training programs; and determining procedures, regulations, and personnel standards. The staff also assists States in the preparation of budgets submitted for grants for administration and determines procedures and policies to be used in making these grants. It acts as a clearing house for information requested by the States. It also serves as a liaison between the State agencies administering unemployment compensation and the United States Employment Service.

Legislation

The passage of the Social Security Act provided a stimulus to the States to enact laws for unemployment compensation. Wisconsin was the only State to pass such a law before 1935. While the Social Security Act was under consideration by Congress in the spring and summer of 1935, laws were enacted by Washington, Utah, New York, New Hampshire, California, and Massachusetts. Immediately following the passage of the act on August 14, unemployment compensation laws were enacted in the District of Columbia, Alabama, and Oregon. During 1936, 12 additional States passed laws before December 15. They are, in order of time: Indiana, Mississippi, Rhode Island, South Carolina, Louisiana, Idaho, Texas, Colorado, Connecticut, Arizona, Pennsylvania, and Oklahoma.

When the Social Security Act became law, it was clear that the act passed by Utah the previous year did not meet its requirements. Utah enacted a new law on August 29, 1936. The law of the State of Washington was held inoperative by the State supreme court on September 15, 1936, because of a provision which made its operation depend upon the enactment of the Federal Wagner-Doughton bill, which, according to the State court, was never passed. The Alabama law was held unconstitutional under both the State and Federal constitutions by a three-judge Federal district court on December 15, 1936. As of that date, the District of Columbia and 20 States (not including Washington) had unemployment compensation legislation, although the operation of the Alabama law was, to some extent, in abeyance. All these laws, except those of Arizona and Oklahoma, had been submitted to the Social Security Board by December 15 and had been approved under title IX.[4]

[4] Between Dec. 15 and Dec. 31 unemployment compensation laws were passed by North Carolina, New Mexico, Maryland, West Virginia, Ohio, Virginia, Tennessee, Maine, Vermont, New Jersey, Michigan, Minnesota, South Dakota, Iowa, and Kentucky. All these laws were submitted to and approved by the Social Security Board under title IX before the end of 1936, as were the laws of Arizona and Oklahoma.


STATES HAVING APPROVED UNEMPLOYMENT COMPENSATION LAWS
as of December 15, 1936
MAINE
N. H.
VT.
MASS.
R. I.
CONN.
N. J.
DEL.
MD.
D.C.
N. Y.
PA.
OHIO
W. VA.
VA.
N. C.
S. C.
GA.
FLA.
MICH.
IND.
KY.
TENN.
ALA.
MISS.
LA.
WIS.
ILL.
MO.
ARK.
TEX.
MINN.
IOWA
KANS.
OKLA.
N. DAK.
S. DAK.
NEBR.
COLO.
N. MEX.
MONT.
WYO.
UTAH
ARIZ.
IDAHO
NEV.
OREG.
CAL.
WASH.
ALASKA
HAWAII
Laws approved
No approved laws

The Board has received many demands from the States for assistance in the drafting of legislation. It has responded by making its staff available to the States upon request, by distributing to the States a weekly bulletin which includes current information on unemployment compensation legislation, and by preparing two draft bills for State unemployment compensation, one of the pooled-fund type and the other of the employer-reserve type. These draft bills meet the minimum requirements of both titles of the Social Security Act and are intended to present some of the various alternative proposals which a State may consider in drafting legislation. They are in no sense "model" bills. They simply represent the best thinking of the staff on the intricate and technical problems with which such legislation is concerned. As experience develops better methods of procedure or discloses administrative or legal weaknesses in the laws, the draft bills will be revised accordingly.

Although numerous technical changes had been incorporated in new editions of the draft bills, it was felt that important substantive changes in policy could not be made without the advice of interested groups, since these draft bills are designed to reflect well-informed opinion among the public, employers, and employees. A first conference with representatives of those groups was held in December 1935. On October 27–29, 1936, a second conference with representatives of employers, employees, and experts in unemployment compensation was called to discuss proposed changes in the draft bills designed primarily to simplify recordkeeping. These discussions are being used as the basis for further revision.

Litigation involving the Federal pay-roll tax under title IX of the Social Security Act had arisen in New Jersey prior to December 1. The case involved the legal compulsion on receivers to set aside funds for the payment of the Federal tax on January 1, 1937. No decision has been rendered. On December 8, in a case in the United States District Court, Massachusetts, Judge George C. Sweeney upheld the validity of title IX. That title has likewise been upheld by the highest State courts of California and Massachusetts.

The State unemployment compensation laws of Alabama, California, Massachusetts, Mississippi, New York, Oregon, Rhode Island, and Washington have been the subject of litigation. The Rhode Island case has been dropped. In Alabama, California, Massachusetts, and Mississippi, the question of the constitutionality of the Social Security Act also is claimed to be involved, and as stated above, the California and Massachusetts courts ruled favorably on title IX. The only State law which has come before the United States Supreme Court is that of New York, in which the favorable opinion of the State court was affirmed.

GRANTS TO THE STATES

The handling of grants to the States for the expenses of administering State unemployment compensation laws has necessitated the consideration of a number of important problems by the Social Security Board. Probably the most important of these problems is that involving the extent of control which the Board should exercise over these funds and the method by which such control can be properly maintained. In order to determine the costs of proper administration, the Board has required the States to submit detailed budgets of their estimated requirements. These budgets and such additional data as are required are carefully analyzed. Each budget covers the operations of a State agency for a quarter of a year. Grants are made by quarters. Adjustments in the budgets are made by agreement between the State agency and the Board.

The question whether States must adhere strictly to the details of their adjusted budgets, or whether they may use the grants in any way they see fit, requires a balance between two opposing considerations, i. e., complete rigidity with respect to budget items or complete flexibility within major categories. The Federal act provides that if, after permitting the State agency reasonable notice and opportunity to be heard, the Board finds that the administration of the law is such that a considerable number of applicants have failed to receive benefits to which they were entitled, or that administration has failed to comply substantially with the provisions of the act, it shall make no further grants until the situation has been corrected. It is better policy to take steps to prevent such situations than to exact penalties which would interfere with the functioning of the State unemployment compensation program. For this reason, it appears that expenditures should be held to items of approved budgets.

Control must be kept to the minimum in order that the State agencies will not be unduly burdened in their administrative activities. Since the unemployment compensation administration is an agency of the State, it is subjected to such varying degrees of control as are found in the different State governments. If the administrative authority were hedged in too tightly by restrictions from both the Federal and State governments, progress would be difficult and the prime purpose of Federal grants—aid to the States—would be seriously curtailed.

When States begin to pay benefits, their unemployment compensation budgets will include funds required by State employment offices. These employment offices, if affiliated with the United States Employment Service, now obtain 50 percent of their funds from State and local governments and 50 percent from the Federal Government under the Wagner-Peyser Act. When these offices are receiving funds under

the Social Security Act and also the Wagner-Peyser Act, it may be advisable to have both budgets on a comparable annual basis. The situation has arisen in the case of Wisconsin, which completed its first 2 years of operation on July 1, 1936. It will become general when other States begin to pay benefits at the beginning of 1938.

The State employment service is the agency through which, as a rule, unemployment compensation benefits will be paid. Payment of benefits will be made by these offices, however, in addition to their regular placement functions, and the extra expenses are proper costs to be compensated by the Board. The Comptroller General has made a clear distinction between direct services and incidental and usual services. The Board, in cooperation with the United States Employment Service, has given much consideration to the problem of the allocation of funds between the State employment services and the State unemployment compensation administration. A decision was reached, in the case of Wisconsin, that the Wisconsin Industrial Commission match the maximum available Wagner-Peyser funds and that the remaining expenses of the service be paid from Social Security Board funds.

To perform its functions properly, the Board's staff must develop standards against which State administrative costs may be measured. Some determination of the maximum prices which should be paid for office furniture and equipment, maximum salary scales for personnel, and the appropriateness of rental values and other expense items must be made. If the Board disapproves of any item as unnecessary to proper administration, the State, of course, could pay that amount, if it wished, out of State funds. Considerable time and effort have been devoted to the drafting of procedure and forms to be used in connection with grants. As soon as the organization and development of the Board's accounting staff will permit, regular field audits will be made each quarter in every State, and an inventory system of equipment purchased by State agencies will be maintained. These procedures will provide valuable information in connection with the consideration of budgets and the requests for funds.

ADMINISTRATION

The responsibilities of the Social Security Board include the development of administrative procedure and standards, involving both social policy and administrative technique, and promotion of the acceptance of these standards. Among the standards promulgated were specifications for positions in State unemployment compensation administrations with a functional organization chart (March 1936), procedures for the determination of coverage (May 1936), and procedures in the collection of contributions (June 1936). The staff of

the Board also has taken an active interest in aiding and directing the development of uniform statistical data.

The immediate tasks of all new State unemployment compensation agencies are the same—to organize their own offices and staffs, to determine the employers subject to the act, and to start the collection of contributions. To this end, States must obtain quarters and equipment, make rules and regulations, and plan forms and procedures. In all these activities the Board has responded to requests of the States for assistance.

The several State laws reflect the needs of a particular State, the manner of administering other labor laws within a State, the character of State government, and the demands of local public opinion. The laws show a wide variation in the type of agency designated to administer unemployment compensation. In some States, administration has been assigned directly to the department of labor, the industrial commission, or some other preexisting State agency. In other States, administration is the responsibility of an independent commission. In every case, the State unemployment compensation agency is related to the State government in many ways, particularly through the appointment by the Governor of administrative officials and through the State's financial controls. In most States, the State treasurer is custodian of the unemployment compensation fund and the funds for administration.

Adequate State administration must take into account well-informed public opinion and the views of those directly concerned with the law as employers and employees. State agencies have made continuous effort to inform the public on the provisions of the State laws through speeches, public meetings, the use of radio and the press, and informational bulletins. In the early stage of development, when the State administrations are concentrating their attention on the collection of contributions and reports from employers, most of their effort has been devoted to informing employers of their duties under the acts. State agencies intend to stress the provision of analogous information to employees as the time of benefit payments draws nearer. Most State laws provide for direct representation of employers, employees, and the public on the State commissions or advisory councils.

Regardless of the State law, the State administration will succeed or fail in accordance with the quality of personnel selected to operate the service. Most of the State laws provide for selection of personnel on a merit or nonpartisan basis. In a number of States, selection is subject to the provisions of the State civil-service law. Other States are working on plans to install a merit system. The merit plan in operation in the Indiana unemployment compensation agency was formulated jointly by the unemployment compensation administration and the public-welfare department with the technical assistance

of the Social Security Board and the public administration service. When requested, the Board is assisting the States in formulating plans for the selection of personnel on a merit basis. Since unemployment compensation is a new development in this country, the acquisition of a skilled technical staff is a task that taxes the ingenuity of the most competent administrator.

Special training for the administration of unemployment compensation is essential. Such a training program should include an examination of the problem of unemployment, the past methods of dealing with it, the development of unemployment compensation in this country and abroad, the events which led up to the enactment of the Social Security Act, the provisions of the act, and an analysis of existing State laws. The close tie-up between unemployment compensation and the employment service makes it necessary for the staff of each agency to have a knowledge of the methods and objectives of the other In addition, advance knowledge is needed of the type of problems which available experience suggests as probable in the actual administration of the law. The whole training program must be oriented definitely toward the situation which will obtain when benefits are payable. Without some such program as has been outlined, the unemployment compensation administration would develop into an organization which merely collects and pays out money, with little appreciation of its larger responsibility.

Once the State administration is organized and funds are allotted to it, the first task to be performed is a determination of what employers are subject to the law. Technical problems of coverage have beset every State administration, especially in certain types of employment in which the employer-employee relationship is not clear. Answers to these questions are important from the point of view of the State administration and are significant in their effect on the future course of many employer-employee relations. If decisions on such matters are made uniformly throughout the United States, within the limits possible under the varying provisions of State laws and with reference to the rulings of the Bureau of Internal Revenue on similar matters, much confusion on the part of both employers and employees will be avoided. By acting as a clearing agency for the States, the Board can keep each State informed concerning the regulations of all other State commissions. In this way, prompt decisions will be facilitated and will be made on the basis of actual experience and a knowledge of the problems that accompany any specific answer.

The question of interstate employment is one of the most difficult before State agencies. It has been the subject of long study and discussion at every interstate conference. The State laws have not answered this question uniformly. Some of them cover the entire

employment in which all or the greater part of the work is performed in the State. Others cover the entire employment when service performed elsewhere is incidental to the service within the State, provided no contributions on such service are required by another State. Still others include service under a contract of hire made within the State if some service also is performed in the State and provided no contributions on such services are required by another State. Regardless of the definition of interstate employment in the State law, every State must meet the problem of determining to which State contributions are to be paid for those workers who perform services in more than one State.

It is clear that the question of interstate coverage cannot be met by individual State action alone. Uniformity of treatment by the different State agencies is essential. It is evident also that some method of handling must be evolved whereby the employer and worker can know in advance, insofar as is possible, not only in which State contributions are to be paid but also in which State benefits will accrue. Laws which define employment as services in which all or the greater part of the work is performed within the State definitely limit the State agency in handling this problem and will need amendment. It is believed that consideration of three tests in the order mentioned will largely solve the problem if accepted by the States. First, the place of employment, including service within the State and service without the State which is incidental to service within the State, will determine in what State interstate employment will be covered. Secondly, if the place of employment is not readily determinable because service is performed in more than one State, the office or headquarters from which the employee receives direction or control, if some work is performed in that State, should be the determining factor. If neither of these tests is applicable, the individual's residence shall be the final determinant if some work is performed in that State. In this way, the State most concerned with the worker and the one in which it would be most convenient for him to apply for and receive benefits is the State in which he is covered.

In order to obtain a list of covered employers, most of the States prepared an initial statement (or status report) to be filed by employers indicating their acceptance of coverage under the act or claiming exemption from it on the basis of excluded employment or inadequate number of employees. This initial statement was sent to a large mailing list of employers in the State, made up from the records of other State agencies, such as the department of labor, the workmen's compensation commission, the tax commission, and various directories. The returns from employers acknowledging coverage constituted the nucleus of the list of subject employers to be circularized for contributions at an early date before the full list of covered employers

was determined. Another group of returns could be eliminated as representing employing units clearly not subject to the act. Doubtful cases and employers who did not respond have had to be followed up by correspondence by the State commission or by field agents.

The determination of coverage is a continuing process. The spread of information concerning the State act, the collection of the Federal tax in January 1937, and the work of field agents of the State commission will increase the list of employers in each State in the next few months. It will be increased also as new concerns are established and as existing businesses reach sufficient size to come under a State law which specifies coverage in terms of number of employees. A detailed study is being made of the methods used by the States in determining covered employers in order that States with new laws may benefit from their experience.

In order to obtain comparable statistics on employment and pay rolls from the various States, it has been planned to classify employers by industry groups through assigning to each employer a serial number which reflects the major industrial classification. The Bureau of Research and Statistics of the New York State Division of Placement and Unemployment Insurance studied the problem with the cooperation of the Federal Central Statistical Board, the Bureau of Labor Statistics, and other agencies. A classification using a 2-digit number for industrial identification was recommended. While different from classifications used by the Bureau of the Census and the Bureau of Labor Statistics, this number will make it possible to compare unemployment statistics with earlier figures compiled by Federal agencies and with the continuing series of the Bureau of Labor Statistics on wages, hours, and employment. This classification was approved by the Social Security Board.

The State agencies have been concerned with the problem of collecting contributions from employers and of determining what report forms shall accompany contributions. Under all State laws, contributions represent a definite proportion of wages, usually amounting to 90 percent of the Federal tax. Some State laws have provided for contributions from employees also, but only in Alabama (beginning May 1), California, and New Hampshire did employee contributions begin in 1936. All the States have faced such problems as the frequency of collecting contributions, definition of the wage base for contributions, and information to be included on the reports submitted by employers. With the exception of Wisconsin, where contributions have been paid since July 1, 1934, they accrue in most States on wages payable for employment after January 1, 1936.

All States have provided for a summary report to be filed with payments of contributions. These reports require a statement of wages paid for employment over the period specified and the percentage

calculation of contributions based on those wages. The particular items on the report were largely determined by the requirements of the State act. Some States require a statement of the amount of the total pay roll, the payments to excluded employees, and, by subtraction, the payments for employment as defined in the State act.

The most important problem in regard to contributions is the determination of the basis upon which they are to be collected—namely, the determination of wages of covered employees. The regulations of the Bureau of Internal Revenue are useful in interpreting the definitions of employments and wages, although the presence of varying definitions in State laws precludes complete reliance upon them. Questions involving remuneration other than money wages represent an important aspect of this problem. All the State laws define wages to include sums payable for personal services, including commissions, bonuses, and the money value of remuneration payable in any medium other than cash. The majority of the State laws include in their definition of wages or remuneration some provision concerning gratuities.

The purpose of these provisions is obvious—to make certain that contributions are collected and benefits paid on the basis of total earnings. The problem of the State agencies has been to make certain that all "other remuneration" was reported. All define wages in the instructions for filling out the contribution report form. These instructions have distinguished payments in kind which are handled as deductions and payments in kind which are in addition to or in lieu of money wages. The former are of no concern to the agency, since contributions are based on gross money wages; regulations establish the minimum cash value of the latter. The experience of the States will furnish valuable information concerning the prevalence of payments in kind and of tips, the amount of such payments, and the problem of securing contributions on them.

The States have found it necessary to inform the employers as to the records they must keep for individual employees in order to determine benefits when these become payable. Most State acts base benefits on full-time weekly wages and provide a formula for the determination of such wages in terms of full-time weekly hours, recorded weekly hours, and earnings, or in terms of the proportion of an employee's earnings in that quarter in the preceding period in which his earnings were highest.

Opinion is divided as to the best method of obtaining these records for individual employees. The commissions, especially those with a background of workmen's compensation experience, feel that they are not interested in an employee's record until he is out of work. On that occasion, the employer must file a severance report of the employee's hours and earnings for the entire period of his employment covered by the law, which eventually will run up to 5 years in most

States. Other commissions have believed that they must assume responsibility for accumulating records of employment, hours, and earnings of individual employees week by week because of the risk of loss of the employer's records, especially if the law includes extra benefits for long service; the impossibility of checking the records with the employee concerned when employment has lasted for a long time; and the necessity for estimating the demands to be made upon the funds. Most of the latter commissions have agreed to accept either a special report by the employer or a carbon or photostat copy of the employer's pay roll if it contains all the necessary data.

Meanwhile several different methods are being tried. California and Oregon have used severance reports, and Mississippi and New Hampshire have used pay-roll reporting. The District of Columbia is requiring pay-roll reports from employers with less than eight employees and from all employers for their temporary employees; for all other employees, severance reports. Other States also feel that a system of mixed reports is the best solution. These States would require full pay-roll reporting by all employers unless they can meet certain tests of stability of employment. In the latter case, the employers will be allowed to file a severance report when an employment is terminated, giving the record of the individual's employment, wages, and hours for the full period of employment covered by the act. When employees receive fixed stipends, an even simpler method can be used. In that case, the employer is able to file a copy of his pay roll for an initial pay period and then report monthly on accessions, separations, and changes in salary scales or in working time for any employee. Under those circumstances, the notice of separation does not need to include any back record, since the necessary data are on file in the commission's office. The Board is studying State experience with both kinds of reports in order that it may serve as a clearing-house for information requested by the States.

Two years hence the State unemployment compensation administrations will begin the actual payment of unemployment benefits. Payment of benefits to interstate employees, like coverage of this group, presents considerable difficulty. Much study has been given to this subject. At the present time, it is believed necessary that the State laws contain a general provision for reciprocal agreements with the Federal Government and with other State governments in order to handle benefit payments for interstate employees.

The question of benefit procedure involves consideration of three points: the necessary records to be kept; registration for unemployment benefit and cooperation with the employment service; and machinery for the adjudication of claims for benefit.

Up to the present time, only Wisconsin has actually begun to pay benefits. By November 1, 1936, that State had issued 7,111 checks

to 4,750 beneficiaries and had paid out a total of $61,217 in benefits. The experience of Wisconsin will yield useful information upon which procedure for benefit payments will be developed.

Under the terms of most of the State laws, the waiting period before benefits are payable to an unemployed worker starts when he registers at an employment office after losing his previous job. Even in Wisconsin, where a well-functioning employment service has been in existence for some time, there has been need to expand the service both as to the number of offices and the size of staffs in order to handle the problem of registering applicants for benefit. The Wisconsin commission has attempted to meet this problem by dispatching members of the staff from one office to another to take care of peak loads occasioned by large lay-offs in smaller centers.

The entire procedure for benefit payments depends upon the degree of cooperation between the unemployment compensation administration and the State employment service. Unless such cooperation is worked out well in advance of the actual payment of benefits, so that uniformity may be obtained in the use of forms and records and in the handling of mutual problems, the job of paying benefits will be inadequately performed. If benefit procedure swamps the placement facilities of the employment service, which have been built up with great difficulty over a period of time, unemployment compensation will not function as has been intended. The payment of benefits must always be the alternative to placement. The employment service has the task of adjusting itself both to new methods and to a new type of applicant, in particular the white-collar or highly skilled individual who seldom has used public employment offices.

When benefits become payable, the State administrations will be faced with a further activity—that is, the settlement of contested claims. It is specified in the Social Security Act that a State in order to be eligible for grants for administering unemployment compensation must provide "opportunity for a fair hearing, before an impartial tribunal, for all individuals whose claims for unemployment compensation are denied."

The Social Security Act requires that the States must "make such reports in such form and containing such information as the Board may from time to time require." Information coming into the State administrations is expected to yield more complete data on employment, hours, and pay rolls than are now available. These data can be assembled as a byproduct in accounting for contributions. Obviously, data will not be comparable from State to State because of the difference in coverage in State acts. Nevertheless, they will be more complete than any figures hitherto available.

As yet, State agencies have had little time for long-run planning of statistical or research programs. Such programs are specified in most of the State acts and will be necessary for effective administration.

The Social Security Board has not yet required formal statistical reports from the States, except reports on expenditures of grants. The Board has decided upon the statistical reports to be required and will begin as soon as possible to collect comparable basic data. It will be some time, however, before the statistics gathered by the States can supplement the series already developed by the Federal Government.

SERVICES ADMINISTERED BY FEDERAL AGENCIES OTHER THAN THE SOCIAL SECURITY BOARD

The social security program formulated in the Social Security Act is not limited to the functions lodged in the Social Security Board. Important parts of the program are administered by other Federal agencies. Programs under titles of the act which deal with maternal and child-health services, child-welfare services, and services for crippled children are administered by the Children's Bureau of the Department of Labor. The Office of Education in the Department of the Interior is responsible for the program of vocational rehabilitation. The Public Health Service in the Treasury Department is charged with an enlarged program of research and State aid in the field of public health. The following statements have been prepared for this report through the courtesy of these agencies.

The extensive functions allocated in the act to the Treasury Department have been outlined in various parts of this report.

MATERNAL AND CHILD-WELFARE SERVICES

The Children's Bureau of the United States Department of Labor is responsible for the administration of title V, parts 1, 2, and 3 of the Social Security Act, relating to maternal and child-health services, services to crippled children, and rural child-welfare services. To administer these programs, three divisions have been established in the Children's Bureau: The Maternal and Child-Health Division, the Crippled Children's Division, and the Child-Welfare Division. Two units, the public-health nursing unit and the State audits unit, serve these divisions, which also receive service from the statistical, editorial, and administrative divisions of the Bureau. The work of the Children's Bureau has been carried on in close collaboration with other agencies of the Federal Government responsible for the administration of parts of the social security program. Advisory committees, appointed by the Secretary of Labor and including representatives of medical, nursing, welfare, and citizens' groups, have given valuable service in the development of general policies.

The provisions of the portions of the act for which the Children's Bureau is responsible may be summarized briefly as follows:

Part 1 of title V of the act, dealing with maternal and child-health services, authorizes an annual appropriation of $3,800,000, including $2,820,000 (fund A) to be allotted by the Secretary of Labor, $20,000 to each State and $1,800,000 on the basis of live births, all to be matched dollar for dollar by State or State and local funds; and $980,000 (fund B) to be allotted by the Secretary of Labor on the basis of the financial need of the State for assistance in carrying out its plan, as determined after taking into consideration the number of live births in the State. The services made possible by this aid are to be developed especially in rural areas and areas suffering from severe economic distress. Grants are made on the basis of plans submitted by the State health agencies and are approved by the Chief of the Children's Bureau on finding that they conform to the seven conditions specified in the act.

Part 2 of title V, services for crippled children, authorizes an annual appropriation of $2,850,000 to be allotted by the Secretary of Labor, $20,000 to each State, and $1,830,000 on the basis of number of crippled children in need of care and cost of furnishing services to them. The entire amount must match, dollar for dollar, State or State and local funds. Like the maternal and child-health services, these services are to be developed especially in rural areas and areas suffering from severe economic distress. Grants are to be made on the basis of plans submitted by a State agency and are approved by the Chief of the Children's Bureau on finding that they conform to the six conditions specified in the act.

Part 3 of title V, child-welfare services, authorizes an annual appropriation of $1,500,000 to be allotted to the States by the Secretary of Labor, $10,000 to each State and the remainder according to rural population, for use by cooperating State public-welfare agencies on the basis of plans developed jointly by the State agency and the Children's Bureau. The funds are to be used (1) for paying part of the cost of district, county, or other local public-welfare services for homeless, dependent, and neglected children and children in danger of becoming delinquent, in areas predominantly rural; and (2) for developing State services for the encouragement and assistance of adequate methods of community child-welfare organization in areas predominantly rural and other areas of special need.

Payments to the States for maternal and child-health services and services to crippled children are to be made quarterly on the basis of estimates of expenditures under the plan and State or local funds available for matching. The time of payment for child-welfare services is not specified in the act, but, in practice, the same quarterly method has been followed since July 1, 1936. For the purposes of the act the term "State" includes Alaska, the District of Columbia, and

Hawaii, so that there are 51 jurisdictions to which grants may be made.

The Children's Bureau is directed to make such studies and investigations as will promote the efficient operation of the portions of the act for which it is responsible, and the Secretary of Labor is authorized to make rules and regulations necessary for the efficient administration of the functions with which he is charged.

The first appropriations under the Social Security Act were included in the Supplemental Appropriation Act for the fiscal year 1936, approved February 11, 1936, and were available for payments to States, on the basis of approved plans, for the 5-month period February 1 to June 30. It was provided that allotments should be made on the basis of five-twelfths of the annual sums authorized. The actual amounts appropriated were as follows:

Maternal and child-health services	$1, 580, 000
Services for crippled children	1, 187, 000
Child-welfare services	625, 000
Federal administration	150, 000

During the 5-month period ended June 30, 1936, the following plans were submitted and approved:

	Submitted	*Approved*
Maternal and child-health services	51	49
Crippled children's services	44	38
Child-welfare services	40	34

The two State plans for maternal and child-health services were submitted by Illinois and Oregon but not approved during the period ended June 30, 1936. An Illinois plan for the fiscal year 1937 has been approved, and the Oregon plan is under review. Plans for crippled children's and child-welfare services, which were submitted but not approved during the period, were held up by legal or administrative difficulties which have been overcome in some States since the beginning of the new fiscal year. By December 15, 47 States, Alaska, the District of Columbia, and Hawaii were cooperating in the maternal and child-health program; 39 States, Alaska, the District of Columbia, and Hawaii, in the crippled-children's program; and 41 States and the District of Columbia, in the child-welfare program. It is probable that within the current year nearly all the States will be cooperating under all three types of services.

Payments made to the States for the period ended June 30, 1936, totaled $2,212,882.67, distributed as follows:

[These figures include payments made after June 30, for the quarter ended June 30]

Maternal and child-health services	$1, 252, 436. 22
Fund A (matching State or local funds)	952, 404. 70
Fund B (matching not required)	300, 031. 52
Services to crippled children (matching State or local funds)	732, 492. 33
Child-welfare services	227, 954. 12

PUBLIC HEALTH

The United States Public Health Service is responsible for the administration of title VI of the Social Security Act, which provides for stimulating additional public-health activities. Under this title, appropriations are authorized each year for the United States Public Health Service for two purposes: first, to assist the States, counties, health districts, and other subdivisions of the States in establishing and maintaining adequate public-health services; and, second, to investigate nationally important problems of disease and sanitation. Sums in the amount of $3,333,000 for the fiscal year ended June 30, 1936, and $8,000,000 for 1937 were made available to the Public Health Service for making allotments to assist the States. Additional sums of $375,000 for 1936 and $1,320,000 for 1937 were granted to the Service for scientific research.

It is specified in the act that, in making allotments, account shall be taken of population, special health problems, and financial needs in different States. It is indicated also that there shall be conference and consultation between the States, Territories, and Federal authorities in connection with the various services.

Although the sums indicated under title VI seem small in comparison with the amounts to be expended under certain other titles, it is probable, nevertheless, that the results of these expenditures will be markedly effective in stimulating new efforts in the field of public health. A wise distribution of the funds, accompanied by necessary investigation preliminary to an allocation of funds, will bring a better understanding of the nature and extent of the problem; and the availability of even relatively small amounts will enable the employment of new officers and the building up of administrative machinery which will serve as a basis for later improvements in local health work.

The regulations of the Surgeon General for the fiscal year 1937 provide that, to be eligible for payment of allotments, a State must submit a comprehensive statement of the present State health organization, programs, and budget; proposed plans for extending and improving the administrative functions of the State department of health; and proposed plans for extending and improving local (county, district, city) health services. It is required also that budgets be submitted in connection with plans on which the quarterly allotments are made. Balances unexpended by a State at the end of a quarter need not be returned to the common fund, but may still be applied to the project for which they were intended or to new projects meeting the approval of the Surgeon General. By requiring such plans and budgets, the Public Health Service provides a businesslike method of handling the appropriations and hopes also to insure greater uniformity in the various State programs and to arouse in State and community

groups who administer the funds an increased consciousness of health needs and of progressive public-health methods.

The regulations provide for stimulation of local and State appropriations for public-health purposes by requiring that all funds allotted on the bases of population and special health problems match, dollar for dollar, funds provided by the State. At least 50 percent of a State's matching fund must represent new appropriations. Allotments on the basis of financial needs do not require matching. It is expressly stated that allotments under title VI are for the purpose of supplementing State or local appropriations and may not be used to replace such appropriations.

Allotments to the States for the year ending June 30, 1937, have been made at the rate of 57½ percent for distribution on the basis of population, 22½ percent for special health problems including the training of personnel, and 20 percent according to financial needs. The sum of $1,001,186 has been set aside from the special health-problems fund for the training of personnel: $888,186 to be distributed among the States in the same proportion as the sum of the allotments to a State bears to the whole; and $113,000 for special facilities for personnel training.

The moneys made available for general research purposes have enabled the Service to strengthen its program along established lines and to push out in new directions. Special attention has been devoted to research in industrial hygiene and venereal disease.

VOCATIONAL REHABILITATION OF THE PHYSICALLY DISABLED

Vocational rehabilitation of the physically disabled obviously is one of the phases of a complete program of social security inasmuch as the placement of the disabled in gainful employment is a distinct contribution to the relief of unemployment. It was logical, therefore, that this service should be included in the provisions of the Social Security Act. The cost of maintaining a disabled person at public expense ranges from $300 to $500 per year. The average cost of rehabilitating a disabled person is $300. The average earning capacity of rehabilitated persons is from $16 to $20 per week. Thus, the investment of public funds in such a service is economically sound. It is, furthermore, in line with sound social policy to develop agencies which assist disabled persons to find their place in normal work and living. Social security means, ultimately, the security of the individual in the contacts and relationships which make up his daily life.

The national program of vocational rehabilitation of the physically disabled was inaugurated under an act of Congress approved June 2, 1920. The Federal act provides for financial aid to the States in carrying on the work. At the present time, 45 States and Hawaii and Puerto Rico cooperate with the Federal Government in the mainte-

nance of vocational rehabilitation service for their physically handicapped citizens. There is a similar program also in the District of Columbia, established under a special act of Congress, approved February 23, 1929. The three States which do not operate rehabilitation programs are Delaware, Kansas, and Vermont.

Vocational rehabilitation is a service of preparation of permanently physically disabled persons for employment and of their placement in employment. The service comprises vocational advisement, vocational training, prosthesis, placement, and follow-up. All persons of working age without regard to sex, race, and origin of disability may apply for the service. They must, however, be vocationally handicapped to be eligible for the service.

The organic act expires June 30, 1937, but the Social Security Act provides for its permanent extension, in addition to making a substantial increase in authorization of appropriations for financial aid to the States.

Under the impetus of increased appropriations from the Federal Government and because of the natural growth of the work, the State rehabilitation programs have been materially expanded during the past fiscal year. Reports received from the States by the United States Office of Education, the agency which administers the Federal act, show that during the fiscal year ended June 30, 1936, 10,388 disabled persons were vocationally rehabilitated and placed in remunerative employment. In addition, many hundreds of disabled persons, ineligible for rehabilitation service under the Federal act, were assisted in obtaining employment by other agencies established to serve them, through cooperation with State rehabilitation departments. On July 1, 1936, 40,000 disabled persons were on the active rolls of the cooperating States; that is to say, they were in some process leading to vocational rehabilitation.

By the close of the past fiscal year, Hawaii and Puerto Rico were certified for the first time to receive Federal funds for rehabilitation work. It is expected that, during the current year, the remaining three States not as yet engaged in rehabilitation service will participate in the national program.

COOPERATIVE RELATIONS WITH OTHER FEDERAL AGENCIES

Nearly all the activities carried on under the Social Security Act may be regarded as a project in cooperative effort, involving many different Federal agencies and the States in a far-reaching program which will concern millions of human beings. Many of these cooperating agencies are stipulated in the law; the place of others is inherent in the problems of administration.

An important phase of the cooperative relations between Federal agencies in social security administration lies in the interrelationships

of agencies which approve State plans and divisions of the Treasury Department. The procedure is similar under the various forms of Federal grants to the States, including the three forms of public assistance and the grants for administrative expenses under approved State unemployment compensation laws handled by the Social Security Board, as well as the grants administered by other agencies.

The Bureau of Internal Revenue has issued regulations (Regulations 90 and 91, 1936) relating to the collection of taxes under titles VIII and IX. The Board has taken part in numerous conferences with the Bureau and representatives of the States to assist in working out satisfactory procedures.

Another outstanding illustration of cooperation between the Board and other Federal agencies lay in the arrangement between the Post Office Department and the Board, whereby the former assumed responsibility for certain services in the inauguration of the Federal old-age benefits plan. By the method outlined elsewhere, the task was decentralized and so resolved into manageable proportions.

The public employment offices in the States play an important role in the administration of laws for unemployment compensation. The Bureau of Unemployment Compensation and the United States Employment Service have set up two liaison committees: The one to keep informed as to progress in their common task, the other to plan procedure and forms for use in paying unemployment compensation benefits.

The Central Statistical Board rendered active assistance in connection with the statistical data to be required on employers' returns in connection with the administration of unemployment compensation. It organized a committee on employment and pay rolls, which included representatives of the Bureau of the Census, the Bureau of Labor Statistics, the Treasury, the New York State Department of Labor, as well as the Social Security Board. The committee reviewed various procedures and forms to be used in administration. Similar joint review, confined to procedure and forms for collection of the excise tax under title IX, was carried on by the Board's Bureau of Accounts and Audits with the Bureau of Internal Revenue.

The development of an industrial classification system suitable for joint usage and the delimiting of suitable areas for administration and statistical reporting also were subjects for cooperative action, involving committees from such Government organizations as the Bureau of Labor Statistics, the Bureau of Mines, the Bureau of the Census, the Central Statistical Board, and the Works Progress Administration, as well as the United States Employment Service and the Social Security Board. In connection with the preparation of draft bills for unemployment compensation, the Division of Labor Standards of the Department of Labor provided helpful assistance,

especially on such practical problems as the selection of the State administrative agency and the integration of this program with other State activities.

Assistance also was rendered in certain matters of personnel through the cooperation of Federal agencies. The Central Statistical Board aided in the construction of a civil-service examination for the selection of junior personnel for research positions in the Social Security Board and other Government agencies. Several bureaus cooperated in giving the basic-training course for new employees of the Board, among them the Children's Bureau, the Public Health Service, and the Vocational Rehabilitation Service.

A somewhat different type of cooperation between Federal agencies has been developed by the General Accounting Office and the Board's Bureau of Accounts and Audits. Like all Government agencies, the Board was required to adopt financial and accounting forms which would meet with the approval of the General Accounting Office. For this purpose, a representative of the General Accounting Office was assigned to the Board's Bureau of Accounts and Audits in October 1935, so that the necessary forms and systems could be worked out and the approvals obtained prior to receipt of appropriations. This permitted the Board to begin the payment of grants to the States without delay when congressional appropriations became available in February 1936.

In matters of litigation pertaining to the act, the Board maintains a close working relationship with the Department of Justice. There have been frequent consultations on methods of handling litigation and on the preparation of briefs.

To describe the activities of Federal bureaus cooperating with the Board in research studies is almost to call the roll of Federal research agencies. For instance, studies of the problems of agricultural labor and its definition for purposes of the Social Security Act involved connections with various bureaus in the Department of Agriculture, the Resettlement Administration, the Bureau of the Census, the Bureau of Labor Statistics, and the Works Progress Administration. A special study of the practices of other Federal agencies in administering grants-in-aid included research involving another group of Federal agencies, among them the Extension Service of the Department of Agriculture. Studies dealing with the financial aspects of the act and of social security problems similarly utilized the knowledge of the business and financial bureaus of the Federal Government.

The Social Security Board and the Works Progress Administration have entered into an arrangement which will utilize personnel and facilities of both organizations in the collection of current statistics of general public relief. A staff of professional and clerical personnel has been assigned to work under the joint auspices of the Works

Progress Administration and the Social Security Board. This staff will have responsibility for the collection and analysis of the monthly relief statistics. Field work in connection with the current reporting will be a joint responsibility, although it is expected that, in most States, field work will be performed by the statistical field representatives of the Board. This plan, it is hoped, will result in considerable economy in field work, as well as a convenience to State departments administering both general relief and relief from special funds. To facilitate this joint program, an advisory committee on collection of general relief statistics has been appointed.

Studies of trends in the labor market also involved cooperation with the appropriate Federal agencies. The Bureau of Labor Statistics collaborated in collecting data on employment trends in various industries and is collaborating in studies in progress dealing with the adequacy of the price system as a device for the stabilization of employment. Other detailed studies of the labor market from payroll records have been planned with the aid of the National Research Project of the Works Progress Administration.

An interesting cooperative link has been developed with the Department of Justice. The Department has requested the assistance of the Division of Public-Assistance Statistics of the Board in compiling a directory of social agencies concerned with delinquency.

RESEARCH, PUBLIC INFORMATION, AND PERSONNEL

RESEARCH

Three distinct types of research stand out as practicable and necessary under the Social Security Act. Progress has been made along each of these lines. The first has to do with the collection and presentation of basic data accumulated for the most part as a byproduct of the operation of the act. A monthly bulletin on public-assistance statistics for the United States is compiled. Current statistics on general public relief, formerly collected by the Division of Research, Statistics, and Records of the Works Progress Administration, now are being collected and published by a staff working under the joint auspices of the Works Progress Administration and the Board. The Board is responsible also for the continuation of the urban relief series, a series established by the Children's Bureau in 1932 through the merger of relief data assembled previously by the Bureau and the Russell Sage Foundation. Monthly data are collected on public and private relief expenditures and cases in 120 urban areas. The Children's Bureau retains responsibility for the collection of the relief data from the areas included in its project for the registration of social statistics and forwards the data to the Social Security Board; the Board collects the data from the remaining 75 areas. Substantial

progress also has been made in estimating probable coverage, State by State, of unemployment compensation laws and probable factors affecting the financing of State unemployment compensation laws.

Under the second objective, the Board has inaugurated a series of research projects dealing with administrative problems which develop in connection with the operation of the act. These studies include such topics as procedures for employment offices with respect to unemployment compensation, proposals for State unemployment compensation legislation, methods of interstate cooperation under the social security program, classification schemes for assignment of account numbers to be used in the administration of unemployment compensation and old-age benefits, and methods of control over grants to States for administrative purposes.

The third type of research activity deals with what may be called the long-term economic program. It is necessary to know not only the amount and duration of existing unemployment but also the long-term trends in markets, technology, business organization, and their effect upon employment. Studies showing the scope of such factors as revealed by the examination of specific industries have been started for mining, for rayon, and for the boot and shoe industry. An extensive analysis of the experience of American trade-unions with unemployment compensation has been undertaken. A series of inquiries into the problems of migration and mobility of labor is in progress. One such inquiry is based on a study of the records of transfers between local unions of the International Association of Machinists; the migration of southern workers into the Michigan automobile industry is being studied in cooperation with the University of Michigan and the Works Progress Administration; and another study involves analyses of personnel records of the Tennessee Valley Authority. Other projected studies include an examination of labor migration into the rubber industry; a study of the habitual migrant worker; and a study of current hiring records of a group of factories, planned in cooperation with the Personnel Research Federation. A statistical analysis of census data on agricultural employment is under way, together with an examination into economic factors affecting the definition of such employment and a survey of the mobility of agricultural labor and its relation to industrial employment. A study is in process which attempts to analyze the special employment problems of the small firm.

Further groups of problems arise primarily from the financing of the Social Security Act. A number of studies deal with economic and financial resources of the Nation and closely related conditions affecting the size and type of benefits. Other studies consider the actual financial operations under the several titles of the act, including the possible effect of cyclical fluctuations on sources of funds

and benefits. Special attention is being given to the investment of reserves and the effect of trust funds on the national economy. The varying fiscal capacities of the States are under review. Other studies examine the economic effects of various forms of taxation.

PUBLIC INFORMATION

While the Board seeks to establish the lines of sound public policy through its research studies, it must be equally active in keeping the public informed as to its aims and activities in the interests of efficient administration. Sound research and able administration will be of little avail unless those who are vitally affected by the act understand their rights, duties, and obligations under it. The magnitude of the public demand for information may be gaged by the fact that more than 114,000 requests for information from Congress, the press, and the general public were answered during the 11 months ended December 1, 1936.

The Informational Service was organized to fulfill this pressing responsibility as it devolves upon the Board. The Service answered over 30,000 inquiries by letter in the 11 months, January 1 to December 1, 1936, in addition to 36,000 telephone calls. It issued 212 press releases during the first 11 months of 1936, most of which dealt with the provisions of the act or endeavored to correct certain misinterpretations that became current. The Informational Service has prepared a series of 10 circulars for general circulation on the provisions of the Social Security Act, Federal old-age benefits, unemployment compensation, and public assistance. During the first 11 months of 1936, a total of 66,651,682 copies of informational literature was distributed. A reference library which includes a legislative reference section and a law section implements these informational activities of the Board and is useful to all members of the staff. In order that the Board may be properly informed regarding public opinion and interest in the social security program as reflected in the daily and periodical press, close cooperation has been worked out with the Government's general Press Intelligence Service.

Special attention has been given to supplying information to employers and employees in order that the two major groups of the population directly affected by the act may be acquainted with its significance. In this connection, as in others, the Board works in close cooperation and complete harmony with the Bureau of Internal Revenue, which is entrusted with the collection of taxes imposed by the act. Particular efforts have been made to reach individuals through trade and labor organizations. Similar work is carried on among a wide variety of other groups whose knowledge of the act will prove helpful to its administration. Such groups as civic organizations, social workers, women's clubs, and veterans', religious, and

educational organizations come in contact with this activity of the Informational Service.

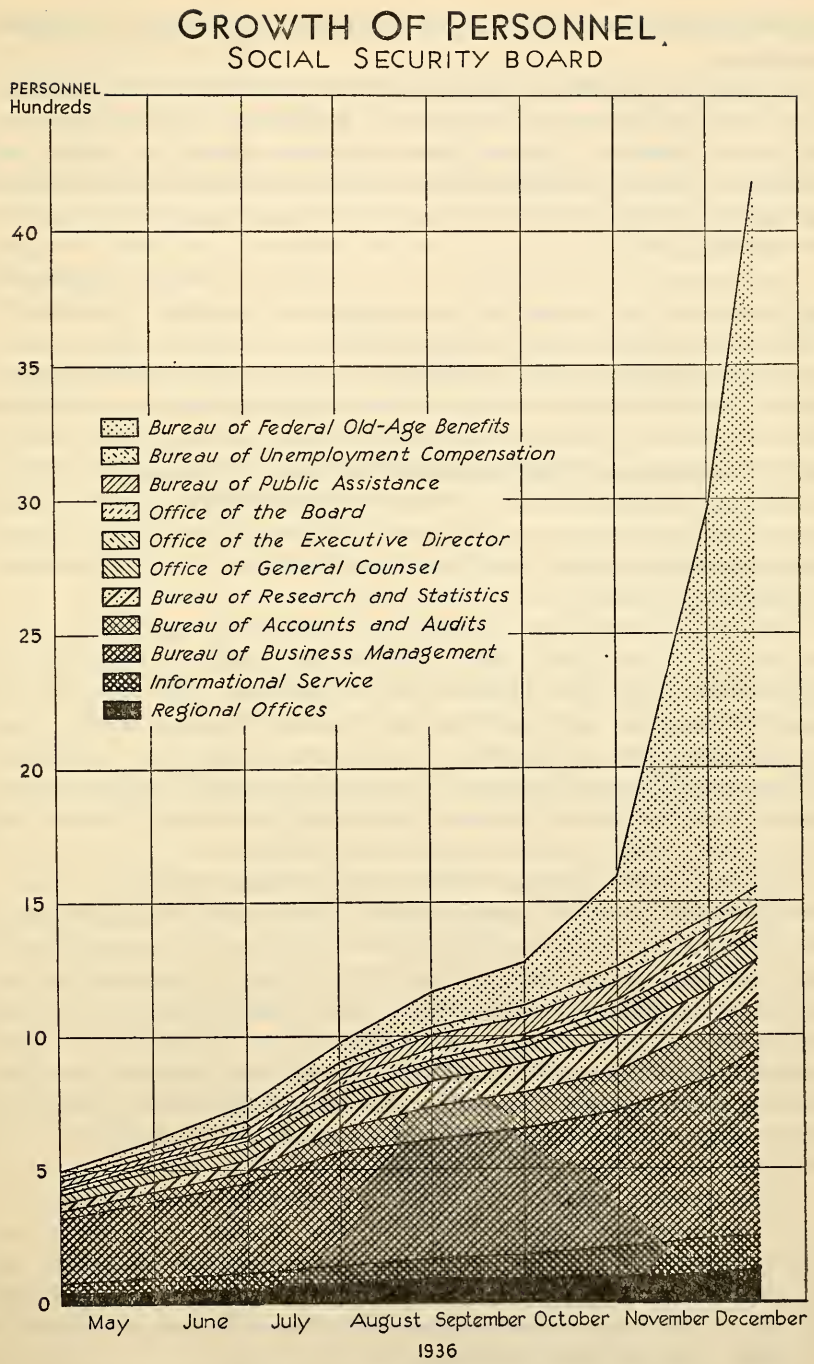
It was felt that knowledge of the far-reaching program set up under the Social Security Act could not be brought adequately before the public without use of such modern implements of popular education as the poster, the exhibit, the motion picture, and the radio. Posters have been designed and displayed throughout the country in post offices and other public buildings to acquaint the public with the old-age benefits plan. Twenty traveling exhibits have been prepared and are shown at schools, fairs, conventions, and similar gatherings, in response to requests. Three short moving-picture films have been produced and shown in more than 7,000 theaters to audiences aggregating many millions of persons. The first, dealing briefly with all phases of the social security program, was shown in several thousand theaters during the month of October. The second and third, dealing with old-age benefits, had an equally wide showing during November and December. Radio scripts interpreting and explaining the various parts of the social security program have been prepared and distributed.

PERSONNEL

One of the Board's principal problems during its first year of operation was the securing of personnel of high caliber for each of its diversified activities. It is difficult enough for an established organization to find suitable personnel for replacements; it is a major problem for a new agency to assemble a complete staff, the more so when the agency is charged with new functions for the performance of which few individuals with specific experience are available.

The Social Security Board is the first agency of its size to be organized with all employees appointed under the classified civil service or approved by the Civil Service Commission as experts or attorneys. The Board, thus, has had the opportunity of recruiting its personnel on a merit basis and planning a career service. The Civil Service Commission has maintained a most cooperative attitude. However, many of its registers were depleted and many of the Board's needs demanded a type of personnel for which there were no available registers. The process of developing new registers necessarily has been slow.

As a consequence, it was necessary for the Board to recruit a large proportion of its staff by transfer from other Government agencies. Also a larger number of persons was appointed under the expert exception than might otherwise have been the case, although the number of experts on the staff was limited to less than 5 percent of the total personnel. The term "expert" is confined to persons who have, in the opinion of the Civil Service Commission, technical


GROWTH OF PERSONNEL.
SOCIAL SECURITY BOARD
PERSONNEL
Hundreds
40
35
30
25
20
15
10
5
0
Bureau of Federal Old-Age Benefits
Bureau of Unemployment Compensation
Bureau of Public Assistance
Office of the Board
Office of the Executive Director
Office of General Counsel
Bureau of Research and Statistics
Bureau of Accounts and Audits
Bureau of Business Management
Informational Service
Regional Offices
May
June
July
August
September
October
November
December
1936

training and experience along the lines of the Board's specialized functions.

On behalf of the Board, the Civil Service Commission held examinations for administrative officers and assistants and for legislative reference librarian. Others have been announced for junior and assistant actuarial mathematicians and Informational Service representatives. Examinations for other technical employees will be announced later.

The process of recruitment was complicated by the volume of applications, due, in part, to the widespread attention given to the Board's activities. The number of callers for personnel information at the Washington office ranged from 3,000 to more than 10,000 a month, and the number of letters from applicants reached even larger figures. Actual appointments, however, were geared to the development of activities and the availability of individuals qualified for these activities. As may be seen from the accompanying chart, no rapid expansion in personnel occurred until the inauguration of the Federal old-age benefits program in which administration is wholly the responsibility of the Board.

The Board established a policy of investigating the employment record and character before appointment and of following up appointees during the initial months of service. The necessity for internal transfers and promotions to utilize the abilities of employees to the fullest and to develop a career service has been recognized. In the development of personnel records and statistics, effort has been made to provide a ready means of obtaining full information regarding employees' qualifications for placement purposes.

To promote the efficiency of the staff on their specific jobs and to give them the necessary background for further service to the Board, a training program was inaugurated at an early date. A comprehensive basic-training course, now required for all new administrative and technical employees, evolved from early training classes for field personnel. It is designed to acquaint the staff with the historical background of the act, the social conditions which it seeks to correct, and the administrative and technical procedures involved in its operation. The course is intensive and requires the full time of the employee during the period of training.

Other training classes have been organized to meet the requirements of professional personnel who were unable to enroll in the basic-training course prior to entering upon duty and who could not be spared from their positions for full-time training over an extended period. Voluntary training after office hours is also available to those who care to take advantage of it.

Supplementing the basic course, more specialized training has been provided for professional personnel. Such technical training has been

designed to acquaint recently recruited personnel with essential techniques and information.

During these first months, the educational activities of the Board have necessarily been directed to training new staff. The Board does not, however, view a training program as an emergency measure. It will be necessary in the future, as in the past, to provide facilities for training new staff and, as time passes, to elaborate an educational program suited to the needs of an alert, experienced, and understanding personnel.

Almost as serious as the problem of personnel is that of securing office space. Activities in the District of Columbia have so expanded over the past several years that practically all desirable space is under contract, and many departments have been forced to divide their activities into small units scattered among numerous buildings. The building at 1712 G Street, designated as the official headquarters of the Social Security Board, proved too small to house its activities, and the bureaus were hardly organized before their dismemberment began. The Board is now quartered in seven rather widely separated buildings. This situation has seriously impeded the progress of the organization; employees have been required to work under conditions which affect adversely both the quantity and quality of their output. General efficiency has suffered, and operating costs have climbed disproportionately as the number of buildings has increased. Great inconvenience results from the physical separation of units from their bureaus and of bureaus from the executive offices—communication becomes difficult, conferences are no longer as easily arranged as before, and extra services are required.

As a temporary expedient to overcome the Board's inability to acquire adequate office space in Washington, more than 100,000 square feet of space was leased temporarily in Baltimore to house employees engaged in the establishment of social security accounts. Now there is urgent need for 50,000 square feet of additional office space in the District of Columbia, and provision must be made soon for a quarter million square feet for use by the Bureau of Federal Old-Age Benefits. It is hoped that Congress may be so impressed with the seriousness of this situation as to authorize the immediate erection of a building to house all activities of the Social Security Board.

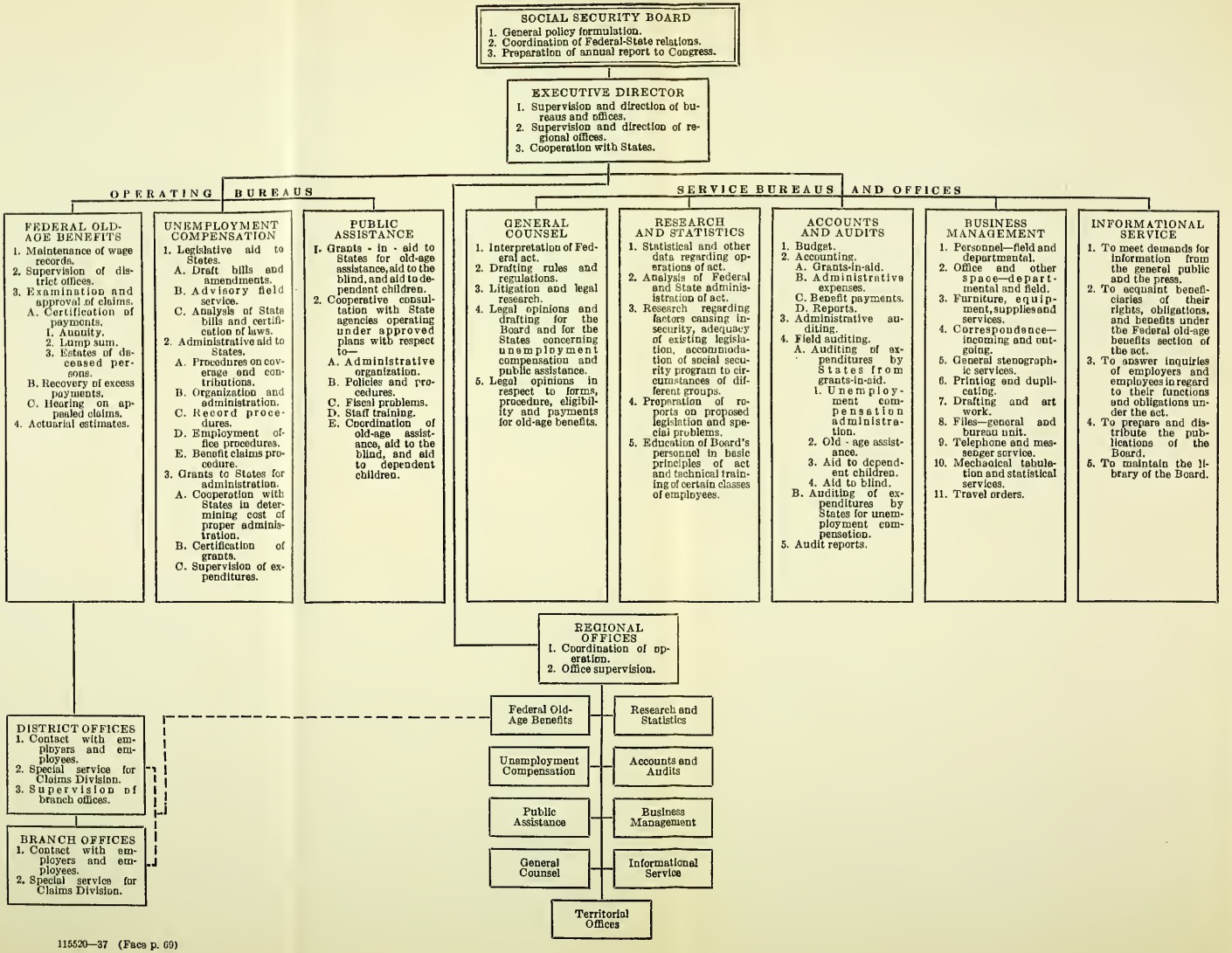
CONCLUSION

A survey of the activities initiated under the Social Security Act shows substantial progress by December 15 along its varied lines of endeavor. A central and field organization has been set up with a total staff of 4,189 employees, engaged in the administration of those titles of the act delegated to the Social Security Board. Twelve regional offices have been opened and the location of 108 field offices

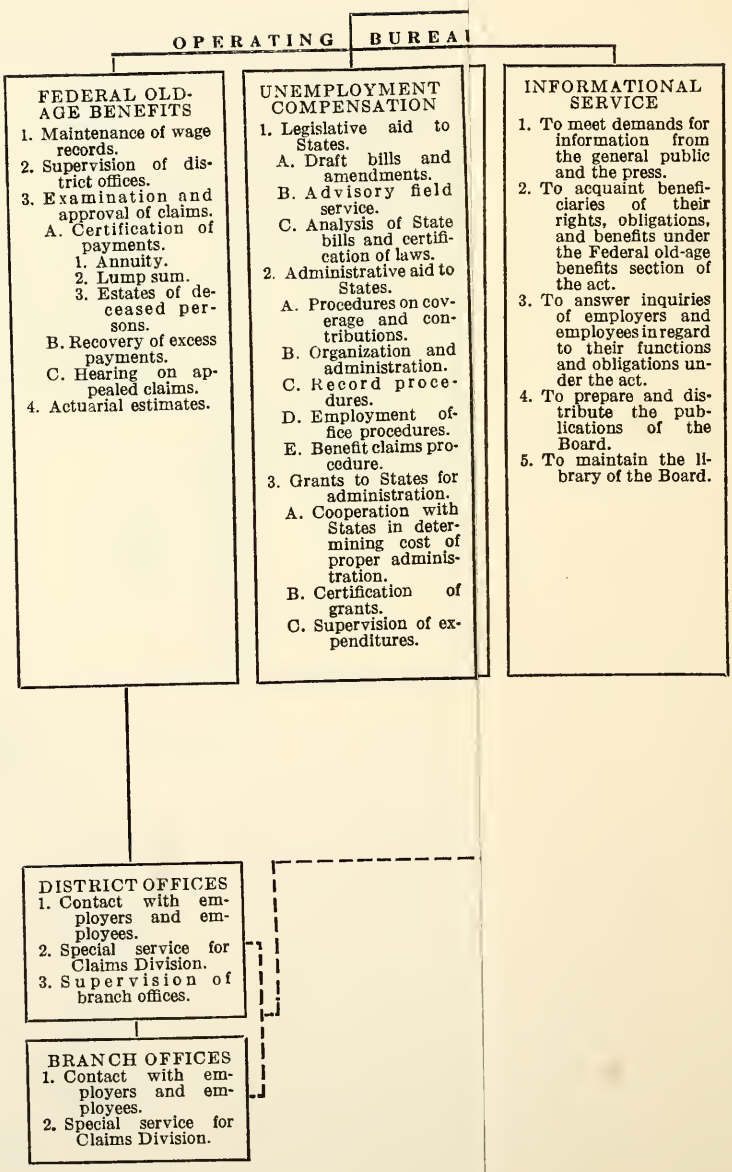
has been announced to maintain contact with localities throughout the country. Public-welfare agencies in 43 jurisdictions are working with the Board to carry forward one or more of the programs of Federal-State cooperation for assistance, and 19 jurisdictions have passed approved laws for unemployment compensation. More than 22,000,000 employees have applied for account numbers under the old-age benefits plan. By the end of 1936, more than a million needy aged individuals have greater assurance of freedom from destitution as the result of the Federal-State plans for old-age assistance. Many needy blind persons and dependent children face a more hopeful future. The record of these first months indicates that the program is practical. It is essentially a record of cooperative effort. The progress which the Board reports has been made possible only by the wholehearted and widespread participation of citizens and of State governments in establishing a program of social security.

APPENDIXES

FUNCTIONAL CHART OF THE SOCIAL SECURITY BOARD



115520—37 (Face p. 69)



115520—37 (Face p. 69)

APPENDIX I

ORGANIZATION OF THE SOCIAL SECURITY BOARD

LIST OF REGIONAL OFFICES AND DIRECTORS, AS OF DECEMBER 15, 1936

Region

I. Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, and Connecticut. Regional director: Mr. John Pearson, Social Security Board, 120 Boylston Street, Boston, Mass.

II. New York. Regional director: Mrs. Anna M. Rosenberg, Social Security Board, 45 Broadway, New York, N. Y.

III. New Jersey, Pennsylvania, and Delaware. Regional director: Mr. W. L. Dill, Social Security Board, Widener Building, Juniper and Chestnut Streets, Philadelphia, Pa.

IV. Virginia, West Virginia, North Carolina, Maryland, and District of Columbia. Regional director: Mr. G. R. Parker, Social Security Board, National Theatre Building, Washington, D. C.

V. Kentucky, Ohio, and Michigan. Regional director: Mr. Benedict Crowell, Social Security Board, Bulkley Building, 1501 Euclid Avenue, Cleveland, Ohio.

VI. Illinois, Indiana, and Wisconsin. Regional director: Mr. Henry L. McCarthy, Social Security Board, 211 West Wacker Drive, Chicago, Ill.

Region

VII. Tennessee, Mississippi, Alabama, Georgia, Florida, and South Carolina. Regional director: Mr. Bowman Foster Ashe, Social Security Board, 1829 First Avenue, North, Birmingham, Ala.

VIII. Iowa, Minnesota, North Dakota, South Dakota, and Nebraska. Regional director: Mr. Fred M. Wilcox, Social Security Board, Wesley Temple Building, 123 East Grant Street, Minneapolis, Minn.

IX. Missouri, Kansas, Arkansas, and Oklahoma. Regional director: Mr. Ed McDonald, Social Security Board, Dierks Building, 1006 Grand Avenue, Kansas City, Mo.

X. Louisiana, Texas, and New Mexico. Regional director: Mr. Oscar M. Powell, Social Security Board, Maverick Building, North Presa and East Houston Streets, San Antonio, Tex.

XI. Montana, Idaho, Utah, Colorado, Arizona, and Wyoming. Regional director: Mr. Heber R. Harper, Social Security Board, Patterson Building, 1706 Welton Street, Denver, Colo.

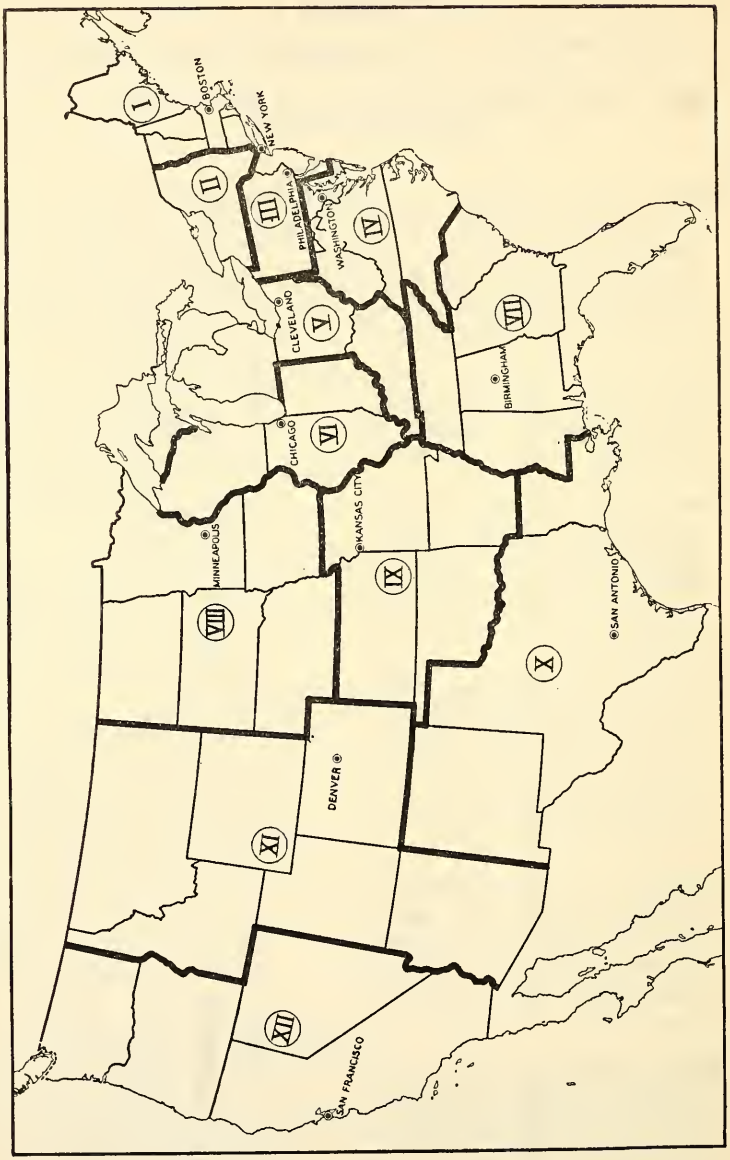
XII. California, Oregon, Washington, and Nevada. Regional director: Mr. Richard M. Neustadt, Social Security Board, Humboldt Bank Building, 785 Market Street, San Francisco, Calif.

TERRITORIAL OFFICES

Juneau, Alaska | Honolulu, Hawaii

115520—37——6

REGIONAL AREAS AND REGIONAL OFFICES OF THE SOCIAL SECURITY BOARD



LOCATION OF FIELD OFFICES ANNOUNCED BY DECEMBER 15, 1936

Aberdeen, S. Dak.
Albany, N. Y.
Albuquerque, N. Mex.
Ashland, Ky.
Atlanta, Ga.
Augusta, Maine.
Austin, Tex.
Baltimore, Md.
Birmingham, Ala.
Boise, Idaho.
Boston, Mass.
Brooklyn, N. Y.
Buffalo, N. Y.
Burlington, Vt.
Butte, Mont.
Camden, N. J.
Charleston, W. Va.
Charlotte, N. C.
Cheyenne, Wyo.
Chicago, Ill.
Cincinnati, Ohio.
Cleveland, Ohio.
Columbia, S. C.
Columbus, Ohio.
Concord, N. H.
Dallas, Tex.
Denver, Colo.
Des Moines, Iowa.
Detroit, Mich.
Duluth, Minn.
Eau Claire, Wis.
El Paso, Tex.
Erie, Pa.
Evansville, Ind.
Fargo, N. Dak.
Grand Rapids, Mich.
Green Bay, Wis.
Greensboro, N. C.
Harrisburg, Pa.
Hartford, Conn.
Helena, Mont.
Honolulu, Hawaii.
Houston, Tex.
Indianapolis, Ind.
Jackson, Miss.
Jacksonville, Fla.
Juneau, Alaska.
Kansas City, Mo.
Knoxville, Tenn.
Little Rock, Ark.
Los Angeles, Calif.
Louisville, Ky.
Marquette, Mich.
Memphis, Tenn.
Milwaukee, Wis.
Minneapolis, Minn.
Montgomery, Ala.
Montpelier, Vt.
Nashville, Tenn.
Newark, N. J.
New Haven, Conn.
New Orleans, La.
New York, N. Y. (three offices).
Oklahoma City, Okla.
Omaha, Nebr.
Parkersburg, W. Va.
Peoria, Ill.
Philadelphia, Pa.
Phoenix, Ariz.
Pittsburgh, Pa.
Portland, Maine.
Portland, Oreg.
Portsmouth, N. H.
Providence, R. I.
Raleigh, N. C.
Reno, Nev.
Richmond, Va.
Roanoke, Va.
Rochester, N. Y.
Saginaw, Mich.
St. Louis, Mo.
St. Paul, Minn.
Salisbury, N. C.
Salt Lake City, Utah.
San Antonio, Tex.
San Francisco, Calif.
Savannah, Ga.
Scranton, Pa.
Seattle, Wash.
Shreveport, La.
Sioux Falls, S. Dak.
South Bend, Ind.
Spokane, Wash.
Springfield, Ill.
Springfield, Mass.
Syracuse, N. Y.
Tacoma, Wash,
Tampa, Fla.
Toledo, Ohio.
Topeka, Kans.
Trenton, N. J.
Vicksburg, Miss.
Washington, D. C.
Wheeling, W. Va.
Wichita, Kans.
Wilmington, Del.

TABLE 1.—*Personnel of the Social Security Board as of June 30, Sept. 30, and Dec. 15, 1936*

Bureaus and offices	As of June 30, 1936			As of Sept. 30, 1936			As of Dec. 15, 1936		
	Departmental	Field	Total	Departmental	Field	Total	Departmental	Field	Total
Board	13		13	17		17	20		20
Executive Director	23		23	22		22	24		24
General Counsel	42	7	49	53	9	62	75	12	87
Accounts and Audits	44		44	101	32	133	120	59	179
Business Management	330		330	477		477	588	[1] 112	[1] 700
Informational Service	61	2	63	85	8	93	111	13	124
Federal Old-Age Benefits	18	35	53	77	87	164	152	[2] 2,482	[2] 2,634
Public Assistance	26	1	27	59	7	66	66	6	72
Research and Statistics	45	3	48	98	12	110	146	14	160
Unemployment Compensation	32		32	45	3	48	59	5	64
Regional offices		54	54		87	87		125	125
Total	634	102	736	1,034	245	1,279	1,361	2,828	4,189

[1] Includes 112 employees in temporary office in Baltimore.
[2] Includes 2,155 employees in temporary office in Baltimore.

TABLE 2.—*Administrative expenditures of the Social Security Board*

[Statement of obligations incurred from Feb. 11, 1936, to June 30, 1936]

Bureaus and offices	Salaries	Travel[1]	Total
Office of the Board	$35,695.51	$4,421.63	$40,117.14
Office of the Executive Director	25,521.18	1,203.40	26,724.58
Field organization committee	20,923.43		20,923.43
Regional offices	24,332.91	3,715.00	28,047.91
Bureau of Unemployment Compensation	32,742.93	3,414.30	36,157.23
Bureau of Federal Old-Age Benefits	20,475.46	1,521.25	21,996.71
Bureau of Public Assistance	22,718.26	8,085.34	30,803.60
Office of the General Counsel	50,807.84	1,661.71	52,469.55
Bureau of Research and Statistics	25,582.04	4,236.24	29,818.28
Bureau of Accounts and Audits	29,527.47	7,883.61	37,411.08
Bureau of Business Management	131,001.41	806.63	131,808.04
Informational Service	41,183.17	1,994.65	43,177.82
Total	460,511.61	38,943.76	499,455.37

[1] Represents travel authorizations issued through June 30, 1936.

GENERAL EXPENSES

Stationery and office supplies		$33,920.00
Printed forms		807.94
Printing and binding (other than printed forms)		2,418.05
Furniture, furnishings and fixtures:		
Washington office	$154,985.51	
Field offices	20,898.36	
		175,883.87
Office equipment and machines:		
Washington office	110,195.46	
Field offices	17,028.80	
		127,224.26
Reference library		16,766.79
Rental of office space		13,250.00
Operating expenses (cleaning, guard service, etc.)		43,342.61
Telegraph		1,561.23
Telephone		7,500.95
Miscellaneous:		
Washington office	$12,551.85	
Field offices	896.13	
		13,447.98
Total		436,123.68

TABLE 2.—*Administrative expenditures of the Social Security Board*—Continued

SUMMARY

Salaries	$460,511.61
Travel [1]	38,943.76
General expenses	436,123.68
Total administrative expenses	935,579.05

[1] Represents travel authorizations issued through June 30, 1936.

TABLE 3.—*Administrative expenditures of the Social Security Board*

[Statement of obligations incurred from July 1 to Sept. 30, 1936]

Bureaus and offices	Salaries [1]	Travel [2]	Total
Office of the Board	$70,565.16	$2,459.00	$73,024.16
Office of the Executive Director	78,349.95	388.45	78,738.40
Regional offices	223,570.54	21,554.40	245,124.94
Bureau of Unemployment Compensation	139,856.67	8,305.02	148,161.69
Bureau of Federal Old-Age Benefits	405,111.34	8,750 99	413,862.33
Bureau of Public Assistance	195,683.94	12,845 38	208,529.32
Office of the General Counsel	208,568.51	5,206.19	213,774.70
Bureau of Research and Statistics	265,425.27	11,445.76	276,871.03
Bureau of Accounts and Audits	303,592.98	58,172.65	361,765.63
Bureau of Business Management	699,808.16	522.00	700,330.16
Informational Service	210,225.78	6,104.13	216,329.91
Total	2,800,758.30	135,753.97	2,936,512.27

GENERAL EXPENSES

Stationery and office supplies		$47,083.47
Printed forms		1,670.44
Printing and binding (other than printed forms)		10,886.08
Furniture, furnishings, and fixtures:		
Washington office	$187,357.81	
Field offices	2,084.71	
		189,442.52
Office equipment and machinery:		
Washington office	750.19	
Field offices	288.11	
		1,038.30
Reference library		2,449.88
Rental of office space		[3] 96,152.63
Operating expenses		1,318.99
Telegraph		1,021.04
Telephone		5,332.78
Miscellaneous:		
Washington office	55,165.32	
Field offices	794.63	
		55,959.95
Total		412,356.08

SUMMARY

Salaries [1]	$2,800,758.30
Travel [2]	135,753.97
General expenses	412,356.08
Total administrative expenses	3,348,868.35

[1] Represents obligations of salaries through June 30, 1937, pertaining to personnel on rolls Sept. 30, 1936.
[2] Represents travel authorizations issued through Sept. 30, 1936.
[3] Represents per annum rentals covering leases received as of Sept. 30, 1936.

APPENDIX II

STATE LAWS AND PLANS

TABLE 4.—*Number of public-assistance plans and unemployment compensation laws approved by the Social Security Board as of Dec. 31, 1935, June 30, Sept. 30, and Dec. 15, 1936*

Date	Public-assistance plans			Unemployment compensation
	Old-age assistance	Aid to the blind	Aid to dependent children	
Dec. 31, 1935	15	11	10	6
June 30, 1936	34	[1] 22	[1] 20	11
Sept. 30, 1936	40	[2] 24	26	14
Dec. 15, 1936	42	28	27	19

[1] Does not include Mississippi; legislation on which plan was based expired Apr. 1, 1936.
[2] Does not include North Carolina; plan became inoperative July 1, 1936.

TABLE 5.—*Status of State unemployment compensation laws in relation to approval under title IX of the Social Security Act as of Dec. 15, 1936* [1]

States	Passed	Submitted for approval under title IX	Approved under title IX
Alabama [2]	Sept. 14, 1935	Dec. 5, 1935	Dec. 31, 1935
Arizona	Dec. 3, 1936		
California	June 25, 1935	Nov. 29, 1935	Dec. 27, 1935
Colorado	Nov. 20, 1936	Nov. 20, 1936	Nov. 27, 1936
Connecticut	Nov. 30, 1936	Dec. 3, 1936	Dec. 8, 1936
District of Columbia	Aug. 28, 1935	Sept. 18, 1935	Nov. 15, 1935
Idaho	Aug. 6, 1936	Aug. 10, 1936	Sept. 1, 1936
Indiana	Mar. 18, 1936	Mar. 21, 1936	Apr. 18, 1936
Louisiana	June 29, 1936	Nov. 12, 1936	Nov. 20, 1936
Massachusetts	Aug. 12, 1935	Sept. 19, 1935	Feb. 4, 1936
Mississippi	Mar. 23, 1936	May 2, 1936	May 20, 1936
New Hampshire	May 29, 1935	Nov. 15, 1935	Dec. 13, 1935
New York	Apr. 25, 1935	Nov. 26, 1935	Jan. 24, 1936
Oklahoma	Dec. 12, 1936		
Oregon	Nov. 15, 1935	Nov. 29, 1935	Dec. 23, 1935
Pennsylvania	Dec. 5, 1936	Dec. 5, 1936	Dec. 8, 1936
Rhode Island	May 5, 1936	May 15, 1936	June 8, 1936
South Carolina	June 6, 1936	July 1, 1936	July 22, 1936
Texas	Oct. 27, 1936	Oct. 27, 1936	Nov. 5, 1936
Utah [3]	Aug. 29, 1936	Sept. 8, 1936	Sept. 15, 1936
Wisconsin	Jan. 29, 1932	Oct. 28, 1935	Nov. 27, 1935

[1] The following States passed unemployment compensation laws between December 15 and 31. All these laws were approved by the Social Security Board under title IX:

States	Passed	Submitted for Approval under Title IX	Approved under Title IX
Iowa	Dec. 24, 1936	Dec. 28, 1936	Dec. 29, 1936
Kentucky	Dec. 29, 1936	Dec. 29, 1936	Dec. 31, 1936
Maine	Dec. 18, 1936	Dec. 20, 1936	Dec. 24, 1936
Maryland	Dec. 17, 1936	Dec. 17, 1936	Dec. 22, 1936
Michigan	Dec. 24, 1936	Dec. 26, 1936	Dec. 29, 1936
Minnesota	Dec. 24, 1936	Dec. 24, 1936	Dec. 29, 1936
New Jersey	Dec. 22, 1936	Dec. 23, 1936	Dec. 24, 1936
New Mexico	Dec. 16, 1936	Dec. 16, 1936	Dec. 19, 1936
North Carolina	Dec. 16, 1936	Dec. 17, 1936	Dec. 19, 1936
Ohio	Dec. 17, 1936	Dec. 22, 1936	Dec. 22, 1936
South Dakota	Dec. 24, 1936	Dec. 24, 1936	Dec. 29, 1936
Tennessee	Dec. 18, 1936	Dec. 21, 1936	Dec. 22, 1936
Vermont	Dec. 22, 1936	Dec. 23, 1936	Dec. 29, 1936
Virginia	Dec. 18, 1936	Dec. 18, 1936	Dec. 19, 1936
West Virginia	Dec. 17, 1936	Dec. 19, 1936	Dec. 22, 1936

The Arizona law was submitted for approval under title IX on December 16 and approved on December 22. The Oklahoma law was submitted on December 16 and approved on December 19.

The Washington law, which had been approved under title IX, was declared invalid by the State Supreme Court on September 15, 1936, because it was to become operative upon enactment by Congress of the "Wagner-Doughton Bill", which, according to the State court, was never passed.

[2] The Alabama law was held unconstitutional by a 3-judge Federal District Court on December 15, 1936, and was, therefore, to some extent in abeyance.

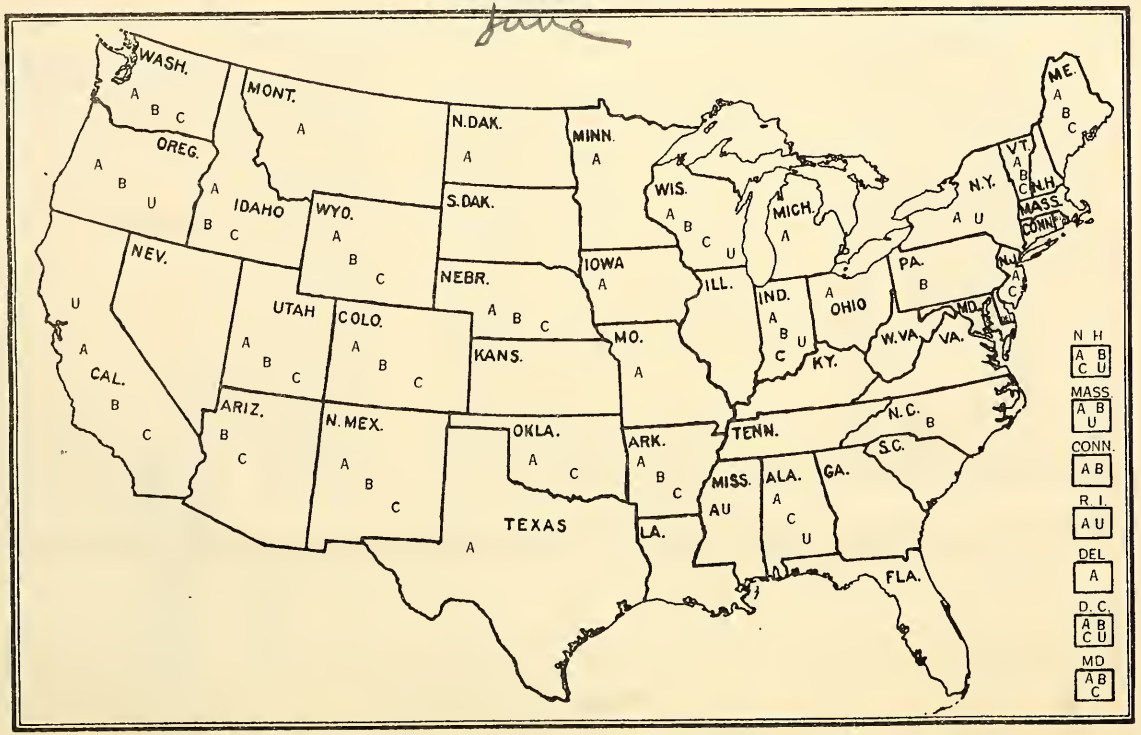
[3] Former law, passed March 25, 1935, repealed and new law enacted.

TABLE 6.—*States with approved plans for public assistance showing date of approval and date from which Federal funds were available*[1] *as of Dec. 15, 1936*

States	Old-age assistance		Aid to the blind		Aid to dependent children	
	Approved—	Federal funds available from—	Approved—	Federal funds available from—	Approved—	Federal funds available from—
Alabama	Dec. 31, 1935	Feb. 1, 1936			Dec. 31, 1935	Feb. 1, 1936
Arizona			Dec. 31, 1935	Feb. 1, 1936	do	Do.
Arkansas	Mar. 31, 1936	Mar. 1, 1936	Mar. 31, 1936	Apr. 1, 1936	Mar. 31, 1936	Apr. 1, 1936
California	May 6, 1936	Apr. 1, 1936	June 29, 1936	July 1, 1936	June 29, 1936	July 1, 1936
Colorado	May 4, 1936	do	May 4, 1936	Apr. 1, 1936	May 4, 1936	Apr. 1, 1936
Connecticut	Feb. 4, 1936	Apr. 15, 1936	Feb. 4, 1936	Feb. 1, 1936		
Delaware	Dec. 31, 1935	Feb. 1, 1936			July 29, 1936	Aug. 1, 1936
Dist. of Col	do	do	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Florida	Oct. 13, 1936	Oct. 13, 1936				
Georgia						
Hawaii	July 6, 1936	Sept. 1, 1936				
Idaho	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Illinois	July 6, 1936	July 1, 1936				
Indiana	Apr. 7, 1936	Apr. 1, 1936	Apr. 7, 1936	Apr. 1, 1936	Apr. 7, 1936	Apr. 1, 1936
Iowa	Dec. 31, 1935	Feb. 1, 1936				
Kansas						
Kentucky	Aug. 7, 1936	July 1, 1936				
Louisiana	do	June 19, 1936	Nov. 2, 1936	(2)	Aug. 7, 1936	June 19, 1936
Maine	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Maryland	do	do	May 26, 1936	May 1, 1936	Feb. 4, 1936	Do.
Massachusetts	Mar. 31, 1936	do	do	Apr. 1, 1936	Sept. 26, 1936	Apr. 1, 1936
Michigan	Dec. 20, 1935	do	Sept. 9, 1936	July 1, 1936	Sept. 9, 1936	Aug. 27, 1936
Minnesota	Mar. 30, 1936	Mar. 1, 1936				
Mississippi	Dec. 27, 1935	Feb. 1, 1936	Dec. 27, 1935[3]	Feb. 1, 1936	Dec. 27, 1935[3]	Feb. 1, 1936
Missouri	Dec. 31, 1935	do				
Montana	June 16, 1936	June 1, 1936				
Nebraska	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Nevada						
N. Hampshire	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
New Jersey	May 5, 1936	Apr. 1, 1936	Oct. 5, 1936	July 1, 1936	May 20, 1936	Apr. 1, 1936
New Mexico	Mar. 2, 1936	do	Mar. 2, 1936	Apr. 1, 1936	Mar. 2, 1936	Do.
New York	June 19, 1936	May 25, 1936				
N. Carolina			Dec. 31, 1935	Feb. 1, 1936[4]		
North Dakota	Mar. 19, 1936	Apr. 1, 1936	Oct. 23, 1936	Nov. 20, 1936		
Ohio	Mar. 31, 1936	Feb. 1, 1936	Sept. 23, 1936	July 21, 1936	Sept. 23, 1936	July 21, 1936
Oklahoma	do	Apr. 1, 1936	Dec. 8, 1936	Dec. 1, 1936	Mar. 31, 1936	Apr. 1, 1936
Oregon	Mar. 13, 1936	do	Mar. 13, 1936	Apr. 1, 1936		
Pennsylvania	Sept. 15, 1936	July 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Oct. 13, 1936	Aug. 7, 1936
Rhode Island	Jan. 24, 1936	Feb. 1, 1936				
S. Carolina						
South Dakota	Oct. 5, 1936	Oct. 1, 1936				
Tennessee						
Texas	Apr. 21, 1936	July 1, 1936				
Utah	Mar. 17, 1936	Mar. 1, 1936	Mar. 17, 1936	Mar. 1, 1936	Mar. 17, 1936	Mar. 1, 1936
Vermont	Dec. 31, 1935	Feb. 1, 1936	Mar. 31, 1936	Apr. 1, 1936	Mar. 31, 1936	Do.
Virginia						
Washington	Jan. 24, 1936	Feb. 1, 1936	Mar. 31, 1936	Apr. 1, 1936	Jan. 24, 1936	Feb. 1, 1936
W. Virginia	Sept. 23, 1936	Oct. 1, 1936	Sept. 23, 1936	Oct. 1, 1936	Sept. 23, 1936	Oct. 1, 1936
Wisconsin	Dec. 23, 1935	Feb. 1, 1936	Dec. 23, 1935	Feb. 1, 1936	Dec. 23, 1935	Feb. 1, 1936
Wyoming	Dec. 31, 1935	do	Dec. 31, 1935	do	Dec. 31, 1935	Do.

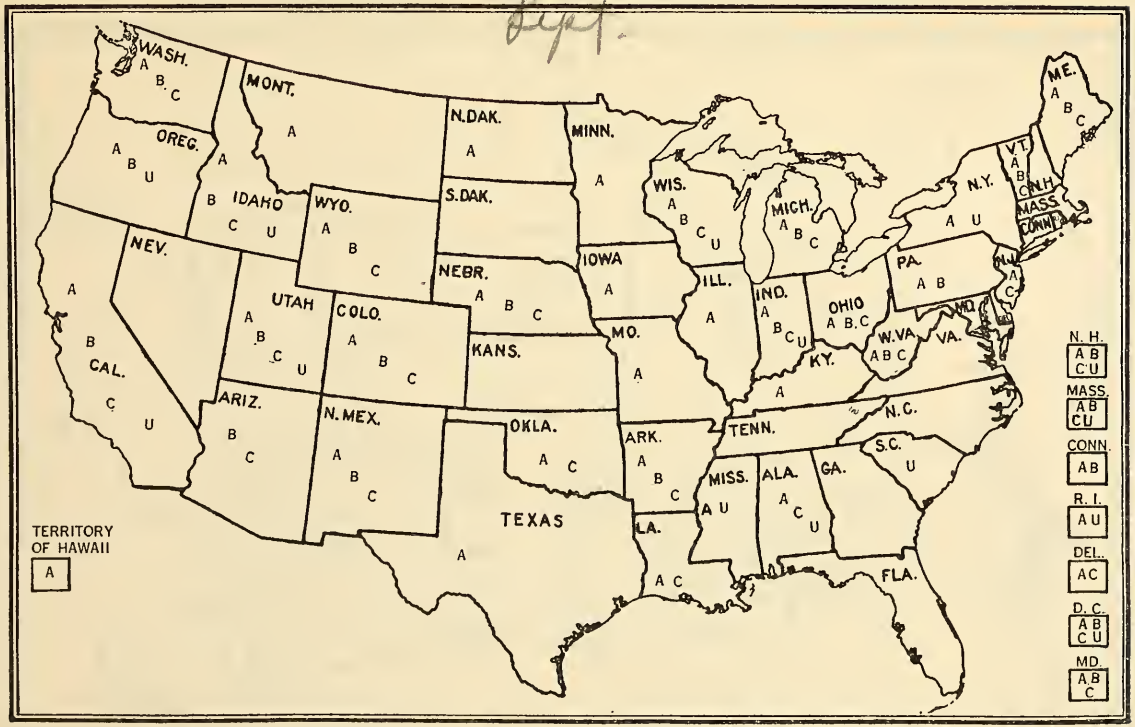
[1] Because of the retroactive certification of grants, the date from which Federal funds became available to the State is sometimes earlier than the date of approval.
[2] No effective date set as yet.
[3] Plan became inoperative on Apr. 1, 1936.
[4] Plan became inoperative on July 1, 1936.

STATES HAVING APPROVED PLANS FOR PUBLIC ASSISTANCE AND UNEMPLOYMENT COMPENSATION LAWS, AS OF ~~SEPTEMBER~~ June 30, 1936



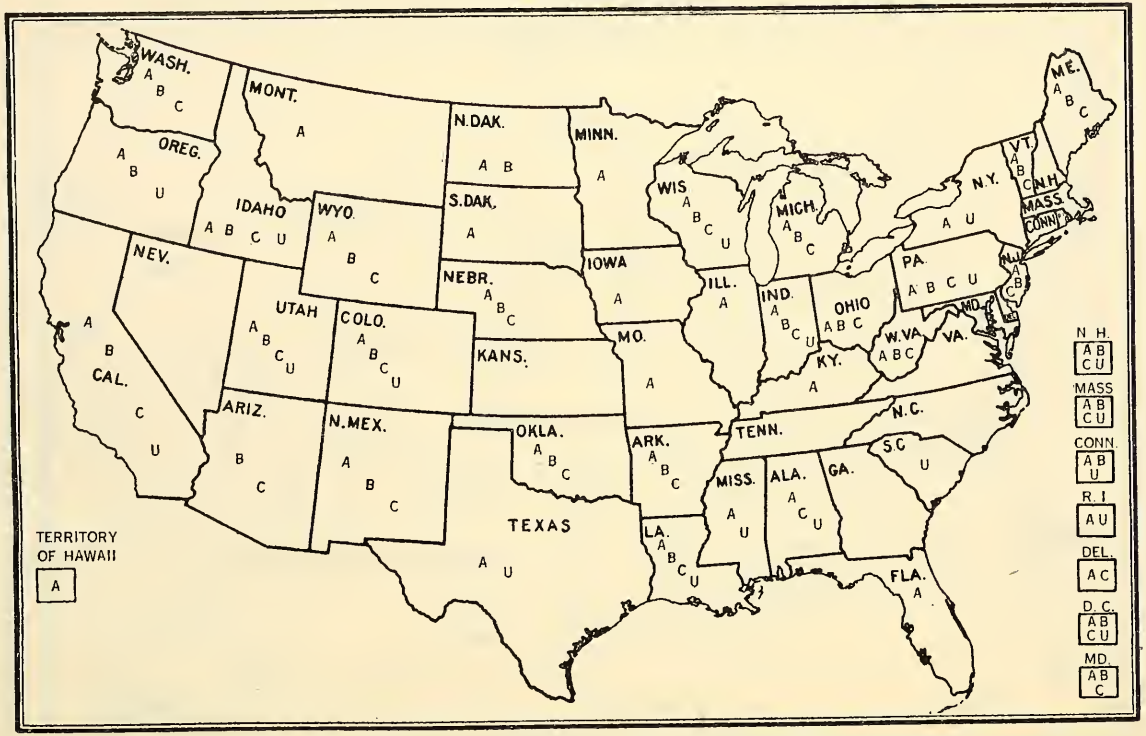
A—Old-age assistance.
B—Aid to the blind.
C—Aid to dependent children.
U—Unemployment compensation.

STATES HAVING APPROVED PLANS FOR PUBLIC ASSISTANCE AND UNEMPLOYMENT COMPENSATION LAWS, AS OF JUNE 30, 1936



A—Old-age assistance.
B—Aid to the blind.
C—Aid to dependent children.
U—Unemployment compensation.

STATES HAVING APPROVED PLANS FOR PUBLIC ASSISTANCE AND UNEMPLOYMENT COMPENSATION LAWS, AS OF DECEMBER 15, 1936



A—Old-age assistance.
B—Aid to the blind.
C—Aid to dependent children.
U—Unemployment compensation.

APPENDIX III

THE FEDERAL OLD-AGE BENEFITS SCHEDULE OF THE SOCIAL SECURITY ACT

The following tables have been prepared to facilitate calculation of the monthly benefits which, under the terms of title II of the Social Security Act, will accrue to workers with different incomes and different periods of service.

Beginning January 1, 1942, every worker 65 years of age and over who has engaged in included employment after 1936 will be entitled to receive monthly old-age benefits from the Federal Government if the total amount of his wages for employment after December 31, 1936, and before he reaches age 65, was not less than $2,000, and if such wages were for employment in at least 5 different calendar years after December 31, 1936, and before age 65. The amount of monthly benefit to which an eligible individual is entitled will be computed as follows: One-half percent of the first $3,000 of total wages from employment between December 31, 1936, and the date of the individual's sixty-fifth birthday, plus one-twelfth of 1 percent of the next $42,000 of his total wages, plus one twenty-fourth of 1 percent of any amount by which his total wages exceed $45,000. The maximum monthly benefit is set at $85, the minimum at $10. Workers who have less than $2,000 in total wages, or whose employment falls in less than 5 different calendar years, will, upon reaching age 65, receive a lump-sum payment equal to 3½ percent of the total wages from included employment. If a worker has been employed in an included employment but dies before he is 65 years old, his estate will be paid 3½ percent of his total wages for such employment after December 31, 1936. If he dies after he has become eligible for Federal monthly benefits, his estate will be paid any difference which may remain after the total of the monthly benefits which he has received is subtracted from 3½ percent of his total wages.

TABLE 7.—*Illustrative monthly Federal old-age benefits, showing relation to total earnings*

Total wages, not counting wages from a single employer in excess of $3,000 a year	Percent of total wages payable as monthly benefit			Total amount of monthly benefit
	½ percent of the first $3,000	1/12 percent of next $42,000	1/24 percent of all over $45,000	
$2,000	$10.00			$10.00
$2,500	12.50			12.50
$3,000	15.00			15.00
$3,500	15.00	$0.42		15.42
$4,000	15.00	.83		15.83
$4,500	15.00	1.25		16.25
$5,000	15.00	1.67		16.67
$10,000	15.00	5.83		20.83
$15,000	15.00	10.00		25.00
$20,000	15.00	14.17		29.17
$25,000	15.00	18.33		33.33
$30,000	15.00	22.50		37.50
$35,000	15.00	26.67		41.67
$40,000	15.00	30.83		45.83
$45,000	15.00	35.00		50.00
$50,000	15.00	35.00	$2.08	52.08
$60,000	15.00	35.00	6.25	56.25
$70,000	15.00	35.00	10.42	60.42
$80,000	15.00	35.00	14.58	64.58
$90,000	15.00	35.00	18.75	68.75
$100,000	15.00	35.00	22.92	72.92
$110,000	15.00	35.00	27.08	77.08
$120,000	15.00	35.00	31.25	81.25
$129,000	15.00	35.00	35.00	[1] 85.00

[1] Maximum monthly benefit.

TABLE 8.—*Illustrative monthly Federal old-age benefits, showing relation to average monthly wage and years of employment*

Average monthly wage	Years of employment								
	5	10	15	20	25	30	35	40	45
$25	[1]	$15.00	$16.25	$17.50	$18.75	$20.00	$21.25	$22.50	$23.75
$50	$15.00	17.50	20.00	22.50	25.00	27.50	30.00	32.50	35.00
$75	16.25	20.00	23.75	27.50	31.25	35.00	38.75	42.50	46.25
$100	17.50	22.50	27.50	32.50	37.50	42.50	47.50	51.25	53.75
$125	18.75	25.00	31.25	37.50	43.75	50.00	53.13	56.25	59.38
$150	20.00	27.50	35.00	42.50	50.00	53.75	57.50	61.25	65.00
$175	21.25	30.00	38.75	47.50	53.13	57.50	61.88	66.25	70.63
$200	22.50	32.50	42.50	51.25	56.25	61.25	66.25	71.25	76.23
$225	23.75	35.00	46.25	53.75	59.38	65.00	70.63	76.25	81.88
$250	25.00	37.50	50.00	56.25	62.50	68.75	75.00	81.25	85.00

[1] Lump-sum payment of $52.50.

APPENDIX IV

FINANCING THE SOCIAL SECURITY ACT

TABLE 9.—*A guide to the financial provisions of the Social Security Act*

Title	Federal departments mainly concerned	Financial provisions
I. Grants to States for old-age assistance.	Social Security Board	Annual Federal appropriation for Federal grants to States equal to ½ of State expenditures up to $30 per month per individual, plus an additional 5 percent of the Federal matching grant to be used for administration or assistance.
II. Federal old-age benefits and reserve account.	Social Security Board and Treasury Department.	Annual Federal appropriation to a reserve account to be drawn on to pay benefits.
III. Grants to States for unemployment compensation administration.	Social Security Board	Annual Federal appropriation to assist the States in the administration of their unemployment compensation laws.
IV. Grants to States for aid to dependent children.	do	Annual Federal appropriation for Federal grants to States equal to ⅓ of State expenditures on programs for aid to dependent children, up to $18 per month for the first child and $12 per month for each additional child in the same home.
V. Grants to States for maternal and child welfare:		
1. Maternal and child health.	Children's Bureau, Department of Labor.	Annual Federal appropriation.
2. Crippled children		
3. Child welfare		
4. Vocational rehabilitation.	Vocational Rehabilitation Bureau, Office of Education, Department of Interior.	Do.
VI. Public-health work	Bureau of Public Health Service, Treasury Department.	Do.
VII. The Social Security Board	Social Security Board	Annual Federal appropriation for administration of the Social Security Act.
VIII. Taxes with respect to employment.	Treasury Department	Federal income tax on employees and excise tax on employers.
IX. Tax on employers of 8 or more.	Treasury Department and Social Security Board.	Federal excise tax on employers of 8 or more, with credits for State tax. Unemployment trust fund for deposit by State agencies of State unemployment funds.
X. Grants to States for aid to blind.	Social Security Board	Annual Federal appropriation for Federal grants to States equal to ½ of State expenditures up to $30 per month per individual, plus an additional 5 percent of the Federal matching grant to be used for administration or assistance.

TABLE 10.—*Funds appropriated pursuant to the provisions of the Social Security Act and expenditures therefrom for the fiscal year 1935–36 and the first quarter of the fiscal year 1936–37* [1]

	Fiscal year 1935–36		Fiscal year 1936–37	
	Appropriations	Disbursements [2]	Appropriations	Disbursements [2] first quarter, July 1–Sept. 30, 1936
ADMINISTRATIVE EXPENSES				
Social Security Board:				
Salaries and expenses	$1,000,000	$501,288.08	$18,400,000	$832,746.49
Wage records			12,400,000	
Total, Social Security Board	1,000,000	501,288.08	30,800,000	832,746.49
Department of Commerce (Bureau of Census): Salaries and expenses	150,000	46,350.00		53,273.87
Department of Labor (Children's Bureau): Salaries and expenses	150,000	76,936.38	299,000	63,346.28
Total, administrative expenses	1,300,000	624,574.46	31,099,000	949,366.64
GRANTS TO STATES				
Social Security Board:				
Old-age assistance	24,660,000	19,652,118.53	85,000,000	23,614,975.53
Unemployment compensation administration	2,250,000	937,567.54	29,000,000	758,242.71
Aid to dependent children	5,000,000	2,000,643.82	35,000,000	2,538,127.24
Aid to the blind	2,000,000	1,046,685.37	8,000,000	1,000,315.73
Total, Social Security Board	33,910,000	23,637,015.26	157,000,000	27,911,661.21
Department of Labor (Children's Bureau):				
Maternal and child health	1,580,000	1,044,604.69	2,820,000	610,046.34
Services for crippled children	1,187,000	555,520.46	2,150,000	398,651.54
Child-welfare services	625,000	200,088.79	1,200,000	177,553.66
Total, Department of Labor	3,392,000	1,800,213.94	6,170,000	1,186,251.54
Treasury Department (Public Health Service): Public-health work	3,333,000	2,385,670.54	8,000,000	2,013,019.67
Total, grants to States	40,635,000	27,822,899.74	171,170,000	31,110,932.42
Old-age reserve account			265,000,000	
Grand total	41,935,000	[3] 28,445,292.50	467,269,000	[4] 32,062,484.26

[1] This table follows the form used by the Treasury Department in reporting appropriations and expenditures pursuant to the provisions of the Social Security Act. Certain funds appropriated pursuant to the act are not included here because the Treasury does not segregate these funds from other funds appropriated for the same purposes. This is true of funds for vocational rehabilitation, for which there was appropriated under the Social Security Act $350,000 for the fiscal year 1935–36 and $841,000 for the fiscal year 1936–37 for grants to the States; and $4,500 for 1935–36 and $74,420 for 1936–37 for administration. In the fiscal year 1936–37, $5,801,550 was appropriated to the Bureau of Internal Revenue, Treasury Department, for collection of taxes under titles VIII and IX. For 1936–37, $31,860 was appropriated to the Treasury Department for salaries in connection with maintenance and development of the old-age reserve account (title II). The Bureau of Public Health Service, Treasury Department, received appropriations of $375,000 for 1935–36 and $1,320,000 for 1936–37 for research and administration in addition to the sums for grants to the States shown on this table.

[2] On a checks-cashed basis. Note that tables 11, 12, and 13 give payments to the States on a checks-issued basis.

[3] Excess credits of $2,181.70 have been deducted.

[4] Includes unclassified expenditures of $2,185.20.

TABLE 11.—*Grants to States pursuant to the provisions of the Social Security Act, Feb. 11 to June 30, 1936* [1]

States	Public assistance			Unemployment compensation administration	Maternal and child-health services	Services for crippled children	Child-welfare services	Public-health work	Total grants to States
	Old-age assistance	Aid to the blind	Aid to dependent children						
Total	$24,653,593.90	$1,288,298.15	$2,481,909.72	$937,567.54	$1,239,234.01	$698,172.65	$224,704.12	$2,451,140.79	$33,974,620.88
Alabama	105,000.00		130,239.62	30,836.25	45,100.68	17,846.21	18,684.34	96,254.83	443,961.93
Alaska					6,364.06	1,250.00		10,112.55	17,726.61
Arizona		9,213.75	48,180.00		18,261.58	10,608.00	6,300.00	22,589.16	115,152.49
Arkansas	313,600.87	13,335.00	32,666.67		30,768.94			51,470.90	441,842.38
California	2,700,140.63			122,299.14	39,689.32	13,758.00	1,883.00	54,844.12	2,932,614.21
Colorado	984,375.00	78,750.00	154,000.00		7,421.71	9,500.00		29,362.44	1,263,409.15
Connecticut	221,812.50	2,520.00			20,139.85			29,150.70	273,623.05
Delaware	73,778.25				7,747.00		1,790.00	7,514.24	90,829.49
District of Columbia	47,250.00	9,450.00	136,924.03	42,512.67	14,522.80		1,666.30	20,795.14	273,120.94
Florida					26,324.17	15,495.00	6,255.07	47,999.16	96,073.40
Georgia					59,638.63			85,052.08	144,690.71
Hawaii					8,343.33			22,728.39	31,071.72
Idaho	433,125.00	16,143.75	54,366.66		15,752.38	8,000.00	4,348.61	21,192.64	552,929.04
Illinois								68,410.83	68,410.83
Indiana	907,200.00	39,375.00	165,000.00	48,441.72	20,573.19			23,971.25	1,204,561.16
Iowa	1,233,225.00				26,224.43			57,957.20	1,317,406.63
Kansas					25,260.83	9,726.64	12,953.40	33,017.77	80,958.64
Kentucky					28,898.30	26,520.10		89,288.75	144,707.15
Louisiana					31,485.36		4,153.71	43,575.83	79,214.90
Maine	88,593.75	56,880.07	66,987.22		19,496.95	12,057.36	1,881.63	21,043.33	266,940.31
Maryland	304,197.03	15,750.00	317,562.25		19,788.52		7,336.00	42,116.82	706,750.62
Massachusetts	1,677,726.08	50,452.03		96,028.28	28,444.22			59,820.62	1,912,471.23
Michigan	2,007,883.57				37,995.54	37,000.00	10,102.50	96,855.91	2,189,837.52
Minnesota	826,875.00				21,732.00	14,379.00	11,300.00	52,806.95	927,092.95
Mississippi	323,332.24	7,084.53	5,791.98	6,820.39	51,000.44	2,487.08		73,126.23	469,642.89
Missouri	501,919.57				20,875.00	24,598.00	9,225.00	44,817.18	601,434.75
Montana	80,686.98				15,338.09	7,900.00	2,062.50	18,400.08	124,387.65
Nebraska	626,083.57	47,714.88	123,088.87		9,400.00	25,000.00	8,572.84	24,616.16	864,476.32
Nevada					16,428.95		842.57	10,992.98	28,264.50
New Hampshire	138,384.81	19,525.71	33,955.20	78,339.27	11,975.67	1,500.00	4,971.68	6,955.00	295,607.34
New Jersey	386,193.15				13,566.67	37,494.88	1,896.67	48,121.25	487,272.62
New Mexico	83,396.25	13,867.87	24,327.50		28,873.41	7,500.00	6,582.00	34,303.34	198,850.37
New York	775,381.95			366,684.08	78,579.19	61,213.00		218,351.86	1,500,210.08
North Carolina		3,324.99			50,121.32	32,086.00	12,126.89	115,686.64	213,345.84
North Dakota	169,470.00				7,132.56			20,784.56	197,387.12
Ohio	3,752,300.18				22,010.00	44,650.00	6,983.00	65,130.40	3,891,073.58
Oklahoma	433,427.40		154,422.67		18,176.45	21,508.33	2,260.20	44,620.83	674,415.88

[1] Represents checks issued by the Treasury Department during this period.

TABLE 11.—*Grants to States pursuant to the provisions of the Social Security Act, Feb. 11 to June 30, 1936*—Continued

States	Public assistance			Unemployment compensation administration	Maternal and child-health services	Services for crippled children	Child-welfare services	Public-health work	Total grants to States
	Old-age assistance	Aid to the blind	Aid to dependent children						
Oregon	$393,750.00	$11,812.50		$39,645.27			$964.44	$27,933.75	$474,105.96
Pennsylvania		632,369.87			$63,371.66	$55,639.00	5,440.00	61,588.33	818,408.86
Rhode Island	69,235.16			8,820.71	8,396.67	3,000.00		17,165.00	106,617.54
South Carolina					34,128.66	8,300.00		69,500.58	111,929.24
South Dakota					16,833.50	12,010.74	5,040.00	26,518.58	60,402.82
Tennessee					35,448.49	25,593.00		97,881.73	158,923.22
Texas	1,181,250.00				42,001.66	49,999.92	27,349.74	64,089.48	1,364,690.80
Utah	313,980.70	20,204.10	$118,547.77				3,450.00	20,970.50	477,153.07
Vermont	118,041.84	2,625.00	7,707.88		14,250.34	6,665.00	3,372.46	9,954.66	162,617.18
Virginia					34,627.34	21,672.57	8,930.00	78,761.83	143,991.74
Washington	906,202.50	39,501.00	270,505.00		23,794.12	14,915.00	9,300.00	38,547.50	1,302,765.12
West Virginia					27,763.34	26,268.27	11,079.00	52,702.66	117,813.27
Wisconsin	2,379,281.09	185,699.40	623,280.00	97,139.76	25,982.91	22,258.63	5,600.57	60,077.41	3,399,319.77
Wyoming	96,493.83	12,698.70	14,356.40		9,183.78	9,772.92		11,610.66	154,116.29

TABLE 12.—*Grants to States pursuant to the provisions of the Social Security Act, Feb. 11 to Sept. 30, 1936* [1]

States	Public assistance			Unemployment compensation administration	Maternal and child-health services	Services for crippled children	Child-welfare services	Public-health work	Total grants to States
	Old-age assistance	Aid to the blind	Aid to dependent children						
Total	$48,128,556.93	$2,088,593.14	$4,585,875.94	$1,695,810.25	$1,672,311.90	$967,172.00	$385,261.48	$4,413,348.81	$63,936,930.45
Alabama	303,450.00		130,239.62	52,712.22	70,905.07	17,846.21	25,310.44	157,192.83	757,656.39
Alaska					9,582.06	1,261.00		18,627.55	29,470.61
Arizona		9,213.75	48,180.00		31,582.89	10,608.00	6,300.00	36,857.66	142,742.30
Arkansas	434,875.87	13,335.00	32,666.67		41,737.69			89,592.65	612,207.88
California	6,106,865.63	205,065.00	400,407.00	252,661.34	42,367.58	13,758.00	6,878.00	137,374.12	7,165,376.67
Colorado	1,836,135.00	78,750.00	154,000.00		10,612.30	16,375.00	3,690.00	52,382.19	2,151,944.49
Connecticut	546,352.80	2,520.00			27,976.85		1,974.50	53,660.70	632,484.85
Delaware	168,278.25		5,693.05		10,122.88		1,790.00	15,270.24	201,154.42
District of Columbia	118,094.92	18,900.00	214,909.03	63,772.70	15,660.32	6,250.00	1,666.30	33,780.89	473,034.16
Florida					26,324.17	27,995.00	6,255.07	80,406.66	140,980.90
Georgia					70,974.63			141,513.83	212,488.46

Hawaii					17,467.03			36,150.39	53,617.42
Idaho	662,403.79	23,916.38	116,526.12		21,113.95	9,406.36	8,886.86	36,907.39	879,160.85
Illinois	855,792.00				21,558.12		10,848.75	129,329.15	1,017,528.02
Indiana	1,531,667.49	93,058.87	165,000.00	99,734.18	23,261.83		5,775.00	46,163.75	1,964,661.12
Iowa	1,749,647.02				31,781.68	14,446.97	8,500.00	98,508.95	1,902,884.62
Kansas					32,179.70	11,055.00	15,967.81	57,210.02	116,412.53
Kentucky	122,850.00				46,986.54	37,367.60		146,770.75	353,974.89
Louisiana	253,497.76		180,775.80		48,992.03		9,209.12	87,835.58	580,310.29
Maine	116,349.45	77,751.45	106,472.49		29,260.95	14,057.36	6,562.13	35,092.33	385,546.16
Maryland	630,222.03	33,075.00	495,812.25		29,410.73	8,218.75	7,897.92	73,475.07	1,278,111.75
Massachusetts	2,712,109.69	50,452.03		159,513.35	44,522.99	21,900.56	3,250.00	121,686.62	3,113,435.24
Michigan	2,007,883.57				48,430.89	61,786.69	10,102.50	166,408.91	2,294,612.56
Minnesota	1,960,875.00				24,603.75	30,102.00	13,924.03	82,568.20	2,112,072.98
Mississippi	323,332.24	7,084.53	5,791.98	30,098.33	66,380.69	4,300.08		121,164.13	558,151.98
Missouri	1,352,419.57				20,875.00	35,139.00	21,537.98	96,317.18	1,526,288.73
Montana	305,687.07				20,234.59	12,900.00	6,226.57	33,919.08	378,967.31
Nebraska	1,216,708.57	47,714.88	142,203.95		9,400.00	25,000.00	8,572.84	39,066.66	1,488,666.90
Nevada					16,668.95		4,717.57	17,538.98	38,925.50
New Hampshire	232,932.06	19,525.71	33,955.20	123,613.62	15,340.46	1,500.00	8,795.43	13,522.50	449,184.98
New Jersey	1,091,665.57		823,428.33		28,548.67	37,494.88	8,551.67	92,116.25	2,081,805.37
New Mexico	90,646.75	13,963.88	47,237.88		40,739.17	13,731.00	10,480.82	51,592.59	268,392.09
New York	2,733,757.95			700,646.56	80,736.69	61,213.00		383,256.86	3,959,611.06
North Carolina		3,324.99			64,304.00	32,086.00	17,831.14	194,288.14	311,834.27
North Dakota	353,745.00				9,724.27			40,243.56	403,712.83
Ohio	6,767,383.05				29,351.46	44,650.00	6,983.00	150,650.65	6,999,018.16
Oklahoma	609,827.40		206,756.00		32,975.80	32,301.51	10,600.20	81,888.08	974,348.99
Oregon	866,250.00	26,941.17		70,531.12			964.44	47,944.00	1,012,630.73
Pennsylvania	3,075,975.00	1,041,082.37			63,371.66	55,639.00	10,143.41	161,855.33	4,408,066.77
Rhode Island	134,666.96			31,918.71	16,789.17	3,146.00		30,482.00	217,002.84
South Carolina				13,468.36	53,805.91	17,765.75		115,226.08	200,266.10
South Dakota					21,384.05	12,010.74	9,504.20	42,626.08	85,525.07
Tennessee					53,274.80	25,593.00		161,705.73	240,573.53
Texas	2,088,450.00				69,773.18	87,487.65	27,349.74	141,420.31	2,414,480.88
Utah	495,105.70	32,016.60	187,547.77		13,839.08	7,500.00	7,695.00	35,572.75	779,276.90
Vermont	271,682.71	5,250.00	15,053.88		16,559.77	6,665.00	8,084.96	18,119.66	341,415.98
Virginia					39,247.58	34,335.07	17,364.64	132,504.83	223,452.12
Washington	1,440,146.14	78,482.25	417,047.89		28,167.06	21,915.00	14,276.87	63,657.25	2,063,692.46
West Virginia					31,735.84	51,268.27	15,729.00	87,499.88	186,232.99
Wisconsin	2,379,281.09	185,699.40	623,280.00	97,139.76	37,235.13	31,323.63	15,063.57	105,878.16	3,474,900.74
Wyoming	181,543.83	21,469.88	32,891.03		14,432.29	9,772.92		18,525.66	278,635.61

[1] Represents checks issued by the Treasury Department during this period.

TABLE 13.—*Grants to States pursuant to the provisions of the Social Security Act, Feb. 11 to Dec. 15, 1936* [1]

States	Public assistance			Unemployment compensation administration	Maternal and child-health services	Services for crippled children	Child-welfare services	Public-health work	Total grants to States
	Old-age assistance	Aid to the blind	Aid to dependent children						
Total	$80,709,030.06	$3,285,620.68	$9,628,106.12	$2,638,753.76	$2,511,137.23	$1,565,460.92	$630,983.93	$6,335,195.20	$107,304,287.90
Alabama	544,862.59		201,975.35	144,062.39	96,709.46	27,426.70	38,360.75	223,374.33	1,276,771.57
Alaska					14,702.39	1,699.00		22,116.39	38,517.78
Arizona		9,213.75	48,180.00		43,501.22	18,188.00	11,704.82	51,126.16	181,913.95
Arkansas	434,875.87	13,686.28	73,153.60		63,682.99		4,639.60	126,814.40	716,852.74
California	9,965,300.63	414,571.50	810,232.50	252,661.34	54,671.29	25,933.35	6,878.00	196,192.45	11,726,441.06
Colorado	2,570,564.87	81,656.19	182,927.31		31,155.83	41,037.50	6,943.65	70,473.94	2,984,759.29
Connecticut	992,999.78	2,520.00			39,816.85		4,799.50	78,170.70	1,118,306.83
Delaware	168,278.25		20,886.75		22,951.77		3,486.25	22,815.24	238,418.26
District of Columbia	157,412.42	19,490.15	260,740.98	80,893.73	21,044.64	6,250.00	3,417.50	46,766.64	596,016.06
Florida	152,690.74				46,201.52	40,495.00	9,740.07	112,814.16	361,941.49
Georgia					115,238.63		5,386.60	196,250.87	316,876.10
Hawaii	13,908.15				29,348.62	6,406.25		49,572.39	99,235.41
Idaho	919,301.25	32,261.26	168,888.80	35,975.05	36,660.53	22,047.92	12,748.49	52,622.14	1,280,505.44
Illinois	3,533,292.00				30,012.33		16,313.75	206,563.12	3,786,181.20
Indiana	1,992,103.53	122,309.77	165,000.00	168,283.18	39,422.88		12,501.67	46,163.75	2,545,784.78
Iowa	2,482,967.02				43,907.02	25,973.91	12,186.33	129,530.20	2,694,564.48
Kansas					43,209.97	31,191.64	27,832.41	81,402.27	183,636.29
Kentucky	196,560.00				69,552.03	72,333.47		204,252.75	542,698.25
Louisiana	513,110.26		353,391.80	46,090.62	74,784.67		19,765.12	132,095.33	1,139,237.80
Maine	221,958.45	112,480.20	157,508.49		35,790.02	22,071.49	9,261.77	50,612.33	609,682.75
Maryland	965,507.56	45,045.57	652,577.78		45,168.85	18,610.00	10,954.17	106,933.32	1,844,797.25
Massachusetts	4,453,054.93	76,610.85	802,704.00	202,449.96	67,467.82	37,704.56	8,890.37	183,552.62	5,832,435.11
Michigan	2,879,536.14	32,340.00	561,554.35		77,370.89	86,857.69	21,433.75	236,254.91	3,895,347.83
Minnesota	3,428,280.32				44,188.33	59,087.00	24,319.78	124,831.82	3,680,707.25
Mississippi	404,007.67	7,084.53	5,791.98	54,066.16	103,924.69	8,594.32		148,733.93	732,203.28
Missouri	2,070,694.65				29,980.00	59,213.00	30,265.28	149,065.76	2,339,218.69
Montana	628,433.11				34,202.65	17,479.11	10,445.88	44,994.08	735,554.83
Nebraska	1,990,521.41	54,095.36	142,203.95		9,400.00	25,000.00	17,623.53	53,201.66	2,292,045.91
Nevada					26,291.92		7,523.00	23,425.98	57,240.90
New Hampshire	335,464.56	28,562.52	47,107.41	177,403.47	22,114.02	2,827.33	12,636.08	21,309.05	647,424.44
New Jersey	1,906,114.71	32,915.17	1,267,347.66		48,782.35	48,133.84	9,063.29	136,111.25	3,448,468.27
New Mexico	118,070.72	13,963.88	65,283.66		60,928.54	21,231.00	14,650.47	70,947.84	365,076.11
New York	5,160,652.53			904,950.48	119,773.33	61,213.00		543,161.86	6,789,751.20
North Carolina		3,324.99			91,743.33	46,680.00	31,196.58	272,889.64	445,834.54
North Dakota	414,096.90	2,876.09			13,820.57	2,822.50	6,845.00	59,702.56	500,163.62
Ohio	10,322,594.51	265,695.65	685,575.31		56,885.20	137,770.00	12,133.00	242,741.67	11,723,395.34
Oklahoma	1,490,663.77	15,120.00	237,018.98		49,875.15	51,328.17	12,551.18	119,155.33	1,975,712.58
Oregon	866,250.00	26,941.17		100,191.31	12,485.00		8,373.04	60,952.75	1,075,193.27
Pennsylvania	6,233,062.50	1,418,640.27	843,837.80		63,371.66	68,608.47	16,194.28	263,119.33	8,906,834.31

Rhode Island	219, 133. 68			69, 351. 14	22, 883. 23	4, 818. 38		44, 186. 09	360, 372. 43
South Carolina				55, 006. 98	80, 877. 66	27, 231. 50		160, 951. 58	324, 067. 72
South Dakota	249, 889. 50				26, 919. 50	17, 346. 02	14, 927. 70	54, 682. 58	363, 765. 30
Tennessee					74, 620. 63	42, 418. 00		225, 529. 73	342, 568. 36
Texas	4, 503, 450. 00			84, 875. 06	97, 552. 63	127, 987. 65	40, 292. 55	228, 724. 12	5, 082, 882. 01
Utah	512, 726. 09	32, 016. 60	224, 735. 68	44, 759. 05	34, 491. 04	24, 621. 05	11, 317. 50	50, 176. 00	934, 832. 01
Vermont	271, 682. 71	7, 875. 00	21, 739. 04		20, 957. 16	11, 609. 00	9, 801. 62	28, 112. 28	371, 776. 81
Virginia					59, 630. 22	52, 897. 57	22, 296. 47	191, 180. 83	326, 005. 09
Washington	2, 484, 036. 19	102, 746. 11	560, 676. 65		44, 079. 56	33, 081. 67	20, 639. 87	88, 767. 00	3, 334, 026. 55
West Virginia	354, 375. 00	18, 900. 00	190, 000. 00		46, 351. 29	72, 950. 27	25, 142. 19	123, 272. 09	830, 990. 84
Wisconsin	3, 317, 101. 51	262, 851. 78	823, 134. 50	217, 733. 84	56, 341. 91	40, 388. 42	25, 501. 57	151, 678. 91	4, 894, 732. 44
Wyoming	269, 443. 58	29, 826. 04	53, 931. 79		16, 293. 44	15, 897. 07		27, 120. 16	412, 512. 08

[1] Represents checks issued by the Treasury Department during this period.

CERTIFICATIONS FOR FEDERAL GRANTS TO STATES

Table 11, table 12, and table 13 represent actual payments to the States by the United States Treasury Department. Because of the procedure involved in the certification of grants by the Social Security Board, for any given date the figures for certification of grants to the States will differ from those for payments to the States. The ordinary procedure is for the States to submit in advance quarterly estimates of the sums needed for their public-assistance programs or for the administration of unemployment compensation. After review of these estimates the Social Security Board certifies to the United States Treasury Department the sums to be paid. However, the Board has certified supplemental grants during a given quarter, and has also certified in later months retroactive grants for earlier periods during which State plans had been in operation but had not yet received formal approval. Table 14 and table 15 represent the total sums which had been certified, for the third and fourth quarters of the fiscal year 1935–36 and for the first and second quarters of the fiscal year 1936–37, as of December 15, 1936.

TABLE 14.—*Federal grants to States for administration of unemployment compensation laws: Certifications for grants for the fiscal years 1935–36 and 1936–37, as of Dec. 15, 1936*

States	1935–36 fiscal year			1936–37 fiscal year			1936 calendar year—grand total grants to Dec. 15, 1936
	Third quarter (Jan. 1–Mar. 31)	Fourth quarter (Apr. 1–June 30)	Total for 1935–36 fiscal year	First quarter (July 1–Sept. 30)	Second quarter (Oct. 1–Dec. 31)	Total for 1936–37 fiscal year to Dec. 15, 1936	
Total	$376,647.33	$586,817.67	$963,465.00	$790,277.36	$885,011.42	$1,675,288.78	$2,638,753.78
Alabama	10,704.46	23,022.15	33,726.61	18,985.63	91,350.17	110,335.80	144,062.41
California	53,545.02	82,355.40	135,900.42	116,760.92		116,760.92	252,661.34
District of Columbia	12,239.25	30,273.42	42,512.67	21,260.03	17,121.03	38,381.06	80,893.73
Idaho				4,724.00	31,251.05	35,975.05	35,975.05
Indiana	836.03	47,605.69	48,441.72	51,292.46	68,549.00	119,841.46	168,283.18
Louisiana					46,090.62	46,090.62	46,090.62
Massachusetts	33,348.27	62,680.01	96,028.28	63,485.07	42,936.61	106,421.68	202,449.96
Mississippi		6,820.39	6,820.39	23,277.94	23,967.83	47,245.77	54,066.16
New Hampshire	44,188.32	34,150.95	78,339.27	45,274.35	53,789.85	99,064.20	177,403.47
New York	181,949.41	184,734.67	366,684.08	333,962.48	204,303.92	538,266.40	904,950.48
Oregon	17,956.07	26,384.43	44,340.50	26,190.62	29,660.19	55,850.81	100,191.31
Rhode Island		8,820.71	8,820.71	23,098.00	37,432.43	60,530.43	69,351.14
South Carolina		600.00	600.00	12,868.36	41,538.62	54,406.98	55,006.98
Texas					84,875.06	84,875.06	84,875.06
Utah				4,479.80	40,279.25	44,759.05	44,759.05
Wisconsin	21,880.50	79,369.85	101,250.35	44,617.70	71,865.79	116,483.49	217,733.84

TABLE 15.—*Federal grants to States having approved public-assistance plans: Certifications for grants for the fiscal years 1935–36 and 1936–37, as of Dec. 15, 1936*

States	Old-age assistance			Aid to the blind			Aid to dependent children	Grand total for calendar year 1936
	Assistance	5 percent additional	Total	Assistance	5 percent additional	Total		
Total:								
Fiscal year 1935–36:								
Third quarter (Jan. 1–Mar. 31)	$5,575,587.20	$278,779.35	$5,854,366.55	$399,383.73	$19,969.18	$419,352.91	$684,040.16	$6,957,759.62
Fourth quarter (Apr. 1–June 30)	14,825,424.16	741,271.17	15,566,695.33	671,626.50	33,581.31	705,207.81	2,121,324.64	18,393,227.78
Fiscal year 1936–37:								
First quarter (July 1–Sept. 30)	25,069,768.38	1,253,488.40	26,323,256.78	1,078,764.11	53,938.21	1,132,702.32	2,959,384.71	30,415,343.81
Second quarter (Oct. 1–Dec. 31)	31,396,529.92	1,569,825.98	32,966,355.90	979,388.22	48,969.42	1,028,357.64	3,840,446.23	37,835,159.77
Grand total	76,867,309.66	3,843,364.90	80,710,674.56	3,129,162.56	156,458.12	3,285,620.68	9,605,195.74	93,601,490.98
Alabama:								
1936:								
Third quarter	100,000.00	5,000.00	105,000.00				48,000.00	153,000.00
Fourth quarter							31,239.62	31,239.62
1937:								
First quarter	189,000.00	9,450.00	198,450.00				51,000.00	249,450.00
Second quarter	229,916.75	11,495.84	241,412.59				71,735.73	313,148.32
Total	518,916.75	25,945.84	544,862.59				201,975.35	746,837.94
Arizona:								
1936:								
Third quarter				4,500.00	225.00	4,725.00	32,120.00	36,845.00
Fourth quarter				4,275.00	213.75	4,488.75	16,060.00	20,548.75
Total				8,775.00	438.75	9,213.75	48,180.00	57,393.75
Arkansas:								
1936:								
Third quarter	74,667.50	3,733.37	78,400.87					78,400.87
Fourth quarter	224,000.00	11,200.00	235,200.00	8,500.00	425.00	8,925.00	9,666.67	253,791.67
1937:								
First quarter	115,500.00	5,775.00	121,275.00	4,200.00	210.00	4,410.00	23,000.00	148,685.00
Second quarter				334.55	16.73	351.28	40,486.93	40,838.21
Total	414,167.50	20,708.37	434,875.87	13,034.55	651.73	13,686.28	73,153.60	521,715.75

TABLE 15.—*Federal grants to States having approved public-assistance plans: Certifications for grants for the fiscal years 1935–36 and 1936–37, as of Dec. 15, 1936*—Continued

States	Old-age assistance			Aid to the blind			Aid to dependent children	Grand total for calendar year 1936
	Assistance	5 percent additional	Total	Assistance	5 percent additional	Total		
California:								
1936:								
Fourth quarter	$2,571,562.50	$128,578.13	$2,700,140.63					$2,700,140.63
1937:								
First quarter	3,244,500.00	162,225.00	3,406,725.00	$195,300.00	$9,765.00	$205,065.00	$400,407.00	4,012,197.00
Second quarter	3,674,700.00	183,735.00	3,858,435.00	199,530.00	9,976.50	209,506.50	409,825.50	4,477,767.00
Total	9,490,762.50	474,538.13	9,965,300.63	394,830.00	19,741.50	414,571.50	810,232.50	11,190,104.63
Colorado:								
1936:								
Fourth quarter	937,500.00	46,875.00	984,375.00	37,500.00	1,875.00	39,375.00	77,000.00	1,100,750.00
1937:								
First quarter	811,200.00	40,560.00	851,760.00	37,500.00	1,875.00	39,375.00	77,000.00	968,135.00
Second quarter	699,768.61	34,988.43	734,757.04	2,767.80	138.39	2,906.19	28,927.31	766,590.54
Total	2,448,468.61	122,423.43	2,570,892.04	77,767.80	3,888.39	81,656.19	182,927.31	2,835,475.54
Connecticut:								
1936:								
Third quarter				2,400.00	120.00	2,520.00		2,520.00
Fourth quarter	211,250.00	10,562.50	221,812.50					221,812.50
1937:								
First quarter	309,086.00	15,454.30	324,540.30					324,540.30
Second quarter	425,500.00	21,275.00	446,775.00					446,775.00
Total	945,836.00	47,291.80	993,127.80	2,400.00	120.00	2,520.00		995,647.80
Delaware:								
1936:								
Third quarter	31,500.00	1,575.00	33,075.00					33,075.00
Fourth quarter	38,765.00	1,938.25	40,703.25					40,703.25
1937:								
First quarter	45,000.00	2,250.00	47,250.00				5,693.05	52,943.05
Second quarter	45,000.00	2,250.00	47,250.00				15,193.70	62,443.70
Total	160,265.00	8,013.25	168,278.25				20,886.75	189,165.00

District of Columbia:								
1936:								
Third quarter	45,000.00	2,250.00	47,250.00	9,000.00	450.00	9,450.00	45,810.66	102,510.66
Fourth quarter							91,113.37	91,113.37
1937:								
First quarter	67,500.00	3,375.00	70,875.00	9,000.00	450.00	9,450.00	77,985.00	158,310.00
Second quarter	37,445.25	1,872.25	39,317.50	562.05	28.10	590.15	45,831.95	85,739.60
Total	149,945.25	7,497.25	157,442.50	18,562.05	928.10	19,490.15	260,740.98	437,673.63
Florida:								
1937: Second quarter	145,419.75	7,270.99	152,690.74					152,690.74
Total	145,419.75	7,270.99	152,690.74					152,690.74
Territory of Hawaii:								
1937:								
First quarter	3,293.08	164.65	3,457.73					3,457.73
Second quarter	9,952.77	497.65	10,450.42					10,450.42
Total	13,245.85	662.30	13,908.15					13,908.15
Idaho:								
1936:								
Third quarter	150,000.00	7,500.00	157,500.00	6,000.00	300.00	6,300.00	10,133.33	173,933.33
Fourth quarter	262,500.00	13,125.00	275,625.00	9,375.00	468.75	9,843.75	44,233.33	329,702.08
1937:								
First quarter	218,360.75	10,918.04	229,278.79	7,402.50	370.13	7,772.63	62,159.46	299,210.88
Second quarter	244,664.25	12,233.21	256,897.46	7,947.50	397.38	8,344.88	52,362.68	317,605.02
Total	875,525.00	43,776.25	919,301.25	30,725.00	1,536.26	32,261.26	168,888.80	1,120,451.31
Illinois:								
1937:								
First quarter	815,040.00	40,752.00	855,792.00					855,792.00
Second quarter	2,550,000.00	127,500.00	2,677,500.00					2,677,500.00
Total	3,365,040.00	168,252.00	3,533,292.00					3,533,292.00
Indiana:								
1936: Fourth quarter	864,000.00	43,200.00	907,200.00	37,500.00	1,875.00	39,375.00	165,000.00	1,111,575.00
1937:								
First quarter	594,730.94	29,736.55	624,467.49	51,127.50	2,556.37	53,683.87		678,151.36
Second quarter	438,510.51	21,925.53	460,436.04	27,858.00	1,392.90	29,250.90		489,686.94
Total	1,897,241.45	94,862.08	1,992,103.53	116,485.50	5,824.27	122,309.77	165,000.00	2,279,413.30

TABLE 15.—*Federal grants to States having approved public-assistance plans: Certifications for grants for the fiscal years 1935–36 and 1936–37, as of Dec. 15, 1936*—Continued

States	Old-age assistance			Aid to the blind			Aid to dependent children	Grand total for calendar year 1936
	Assistance	5 percent additional	Total	Assistance	5 percent additional	Total		
Iowa:								
1936:								
Third quarter	$522,000.00	$26,100.00	$548,100.00					$548,100.00
Fourth quarter	652,500.00	32,625.00	685,125.00					685,125.00
1937:								
First quarter	491,830.50	24,591.52	516,422.02					516,422.02
Second quarter	698,400.00	34,920.00	733,320.00					733,320.00
Total	2,364,730.50	118,236.52	2,482,967.02					2,482,967.02
Kentucky:								
1937:								
First quarter	117,000.00	5,850.00	122,850.00					122,850.00
Second quarter	70,200.00	3,510.00	73,710.00					73,710.00
Total	187,200.00	9,360.00	196,560.00					196,560.00
Louisiana:								
1936: Fourth quarter	17,873.94	893.70	18,767.64				$14,425.80	33,193.44
1937:								
First quarter	223,552.50	11,177.62	234,730.12				166,350.00	401,080.12
Second quarter	247,250.00	12,362.50	259,612.50				172,616.00	432,228.50
Total	488,676.44	24,433.82	513,110.26				353,391.80	866,502.06
Maine:								
1936:								
Third quarter	84,375.00	4,218.75	88,593.75	$25,000.00	$1,250.00	$26,250.00	39,555.33	154,399.08
Fourth quarter				29,171.50	1,458.57	30,630.07	27,431.89	58,061.96
1937:								
First quarter	26,434.00	1,321.70	27,755.70	19,877.50	993.88	20,871.38	39,485.27	88,112.35
Second quarter	100,580.00	5,029.00	105,609.00	33,075.00	1,653.75	34,728.75	51,036.00	191,373.75
Total	211,389.00	10,569.45	221,958.45	107,124.00	5,356.20	112,480.20	157,508.49	491,947.14

Maryland:								
1936:								
Third quarter	160,000.00	8,000.00	168,000.00				92,400.00	260,400.00
Fourth quarter	129,711.46	6,485.57	136,197.03	15,000.00	750.00	15,750.00	225,162.25	377,109.28
1937:								
First quarter	310,500.00	15,525.00	326,025.00	16,500.00	825.00	17,325.00	178,250.00	521,600.00
Second quarter	319,320.03	15,965.50	335,285.53	11,400.54	570.03	11,970.57	156,765.53	504,021.63
Total	919,531.49	45,976.07	965,507.56	42,900.54	2,145.03	45,045.57	652,577.78	1,663,130.91
Massachusetts:								
1936:								
Third quarter	620,013.49	31,000.67	651,014.16					651,014.16
Fourth quarter	977,820.88	48,891.04	1,026,711.92	25,632.06	1,281.60	26,913.66	258,916.00	1,312,541.58
1937:								
First quarter	985,127.25	49,256.36	1,034,383.61	22,417.50	1,120.87	23,538.37	264,208.00	1,322,129.98
Second quarter	1,658,043.08	82,902.16	1,740,945.24	24,913.16	1,245.66	26,158.82	279,580.00	2,046,684.06
Total	4,241,004.70	212,050.23	4,453,054.93	72,962.72	3,648.13	76,610.85	802,704.00	5,332,369.78
Michigan:								
1936:								
Third quarter	330,000.00	16,500.00	346,500.00					346,500.00
Fourth quarter	680,625.00	34,031.25	714,656.25					714,656.25
1937:								
First quarter	901,645.07	45,082.25	946,727.32	15,200.00	760.00	15,960.00	117,554.35	1,080,241.67
Second quarter	830,724.78	41,536.24	872,261.02	15,600.00	780.00	16,380.00	444,000.00	1,332,641.02
Total	2,742,994.85	137,149.74	2,880,144.59	30,800.00	1,540.00	32,340.00	561,554.35	3,474,038.94
Minnesota:								
1936:								
Third quarter	100,000.00	5,000.00	105,000.00					105,000.00
Fourth quarter	687,500.00	34,375.00	721,875.00					721,875.00
1937:								
First quarter	1,080,000.00	54,000.00	1,134,000.00					1,134,000.00
Second quarter	1,397,528.88	69,876.44	1,467,405.32					1,467,405.32
Total	3,265,028.88	163,251.44	3,428,280.32					3,428,280.32
Mississippi:								
1936:								
Third quarter	175,000.00	8,750.00	183,750.00	6,747.17	337.36	7,084.53	5,791.98	196,626.51
Fourth quarter	54,185.47	2,709.27	56,894.74					56,894.74
1937:								
First quarter	78,750.00	3,937.50	82,687.50					82,687.50
Second quarter	76,833.75	3,841.68	80,675.43					80,675.43
Total	384,769.22	19,238.45	404,007.67	6,747.17	337.36	7,084.53	5,791.98	416,884.18

TABLE 15.—*Federal grants to States having approved public-assistance plans: Certifications for grants for the fiscal years 1935–36 and 1936–37, as of Dec. 15, 1936*—Continued

States	Old-age assistance			Aid to the blind			Aid to dependent children	Grand total for calendar year 1936
	Assistance	5 percent additional	Total	Assistance	5 percent additional	Total		
Missouri:								
1936:								
Third quarter	$300,000.00	$15,000.00	$315,000.00					$315,000.00
Fourth quarter	178,018.64	8,900.93	186,919.57					186,919.57
1937:								
First quarter	810,000.00	40,500.00	850,500.00					850,500.00
Second quarter	684,071.50	34,203.58	718,275.08					718,275.08
Total	1,972,090.14	98,604.51	2,070,694.65					2,070,694.65
Montana:								
1936: Fourth quarter	76,844.75	3,842.23	80,686.98					80,686.98
1937:								
First quarter	214,285.80	10,714.29	225,000.09					225,000.09
Second quarter	307,377.18	15,368.86	322,746.04					322,746.04
Total	598,507.73	29,925.38	628,433.11					628,433.11
Nebraska:								
1936:								
Third quarter	330,600.00	16,530.00	347,130.00	$14,800.00	$740.00	$15,540.00	$75,878.00	438,548.00
Fourth quarter	265,670.07	13,283.50	278,953.57	7,962.74	398.14	8,360.88	47,210.87	334,525.32
1937:								
First quarter	562,500.00	28,125.00	590,625.00	22,680.00	1,134.00	23,814.00	19,115.08	633,554.08
Second quarter	736,964.61	36,848.23	773,812.84	6,076.65	303.83	6,380.48		780,193.32
Total	1,895,734.68	94,786.73	1,990,521.41	51,519.39	2,575.97	54,095.36	142,203.95	2,186,820.72
New Hampshire:								
1936:								
Third quarter	56,000.00	2,800.00	58,800.00	4,800.00	240.00	5,040.00	8,720.00	72,560.00
Fourth quarter	75,795.06	3,789.75	79,584.81	5,692.92	284.64	5,977.56	11,786.15	97,348.52
1937:								
First quarter	90,045.00	4,502.25	94,547.25	8,103.00	405.15	8,508.15	13,449.05	116,504.45
Second quarter	97,650.00	4,882.50	102,532.50	8,606.48	430.33	9,036.81	13,152.21	124,721.52
Total	319,490.06	15,974.50	335,464.56	27,202.40	1,360.12	28,562.52	47,107.41	411,134.49

New Jersey:								
1936:								
Fourth quarter	367,803.00	18,390.15	386,193.15				379,509.00	765,702.15
1937:								
First quarter	671,878.50	33,593.92	705,472.42	15,552.78	777.64	16,330.42	443,919.33	1,165,722.17
Second quarter	775,665.85	38,783.29	814,449.14	15,795.00	789.75	16,584.75	443,919.33	1,274,953.22
Total	1,815,347.35	90,767.36	1,906,114.71	31,347.78	1,567.39	32,915.17	1,267,347.66	3,206,377.54
New Mexico:								
1936: Fourth quarter	79,425.00	3,971.25	83,396.25	13,207.50	660.37	13,867.87	24,327.50	121,591.62
1937:								
First quarter	6,905.24	345.26	7,250.50	91.44	4.57	96.01		7,346.51
Second quarter	26,118.07	1,305.90	27,423.97				18,045.78	45,469.75
Total	112,448.31	5,622.41	118,070.72	13,298.94	664.94	13,963.88	42,373.28	174,407.88
New York:								
1936: Fourth quarter	738,459.00	36,922.95	775,381.95					775,381.95
1937:								
First quarter	1,865,120.00	93,256.00	1,958,376.00					1,958,376.00
Second quarter	2,311,328.18	115,566.40	2,426,894.58					2,426,894.58
Total	4,914,907.18	245,745.35	5,160,652.53					5,160,652.53
North Carolina:								
1936: Third quarter				3,166.66	158.33	3,324.99		3,324.99
Total				3,166.66	158.33	3,324.99		3,324.99
North Dakota:								
1936: Fourth quarter	161,400.00	8,070.00	169,470.00					169,470.00
1937:								
First quarter	175,500.00	8,775.00	184,275.00					184,275.00
Second quarter	57,478.00	2,873.90	60,351.90	2,739.13	136.96	2,876.09		63,227.99
Total	394,378.00	19,718.90	414,096.90	2,739.13	136.96	2,876.09		416,972.99
Ohio:								
1936:								
Third quarter	1,535,119.22	76,755.96	1,611,875.18					1,611,875.18
Fourth quarter	2,038,500.00	101,925.00	2,140,425.00					2,140,425.00
1937:								
First quarter	2,528,010.78	126,400.54	2,654,411.32	133,043.48	6,652.17	139,695.65	347,166.33	3,141,273.30
Second quarter	3,385,915.68	169,295.78	3,555,211.46	120,000.00	6,000.00	126,000.00	338,408.98	4,019,620.44
Total	9,487,545.68	474,377.28	9,961,922.96	253,043.48	12,652.17	265,695.65	685,575.31	10,913,193.92

TABLE 15.—*Federal grants to States having approved public-assistance plans: Certifications for grants for the fiscal years 1935–36 and 1936–37, as of Dec. 15, 1936*—Continued

States	Old-age assistance			Aid to the blind			Aid to dependent children	Grand total for calendar year 1936
	Assistance	5 percent additional	Total	Assistance	5 percent additional	Total		
Oklahoma:								
1936: Fourth quarter	$412,788.00	$20,639.40	$433,427.40				$154,422.67	$587,850.07
1937:								
First quarter	256,891.78	12,844.59	269,736.37				52,333.33	322,069.70
Second quarter	750,000.00	37,500.00	787,500.00	$14,400.00	$720.00	$15,120.00	30,262.98	832,882.98
Total	1,419,679.78	70,983.99	1,490,663.77	14,400.00	720.00	15,120.00	237,018.98	1,742,802.75
Oregon:								
1936: Fourth quarter	375,000.00	18,750.00	393,750.00	11,250.00	562.50	11,812.50		405,562.50
1937:								
First quarter	450,000.00	22,500.00	472,500.00	11,250.00	562.50	11,812.50		484,312.50
Second quarter	343,496.71	17,174.84	360,671.55	3,158.25	157.92	3,316.17		363,987.72
Total	1,168,496.71	58,424.84	1,226,921.55	25,658.25	1,282.92	26,941.17		1,253,862.72
Pennsylvania:								
1936:								
Third quarter				264,000.00	13,200.00	277,200.00		277,200.00
Fourth quarter				338,257.02	16,912.85	355,169.87		355,169.87
1937:								
First quarter	2,929,500.00	146,475.00	3,075,975.00	389,250.00	19,462.50	408,712.50	213,939.27	3,698,626.77
Second quarter	3,006,750.00	150,337.50	3,157,087.50	359,578.96	17,978.94	377,557.90	629,898.53	4,164,543.93
Total	5,936,250.00	296,812.50	6,233,062.50	1,351,085.98	67,554.29	1,418,640.27	843,837.80	8,495,540.57
Rhode Island:								
1936:								
Third quarter	28,600.00	1,430.00	30,030.00					30,030.00
Fourth quarter	37,338.25	1,866.91	39,205.16					39,205.16
1937:								
First quarter	62,316.00	3,115.80	65,431.80					65,431.80
Second quarter	80,444.50	4,022.22	84,466.72					84,466.72
Total	208,698.75	10,434.93	219,133.68					219,133.68

South Dakota:								
1937:								
Second quarter	237,990.00	11,899.50	249,889.50					249,889.50
Total	237,990.00	11,899.50	249,889.50					249,889.50
Texas:								
1937:								
First quarter	1,989,000.00	99,450.00	2,088,450.00					2,088,450.00
Second quarter	2,300,000.00	115,000.00	2,415,000.00					2,415,000.00
Total	4,289,000.00	214,450.00	4,503,450.00					4,503,450.00
Utah:								
1936:								
Third quarter	63,060.00	3,153.00	66,213.00	5,340.00	267.00	5,607.00	19,548.33	91,368.33
Fourth quarter	235,969.25	11,798.45	247,767.70	13,902.00	695.10	14,597.10	98,999.44	361,364.24
1937:								
First quarter	172,500.00	8,625.00	181,125.00	11,250.00	562.50	11,812.50	69,000.00	261,937.50
Second quarter	16,781.33	839.06	17,620.39				37,187.91	54,808.30
Total	488,310.58	24,415.51	512,726.09	30,492.00	1,524.60	32,016.60	224,735.68	769,478.37
Vermont:								
1936:								
Third quarter	41,371.99	2,068.60	43,440.59				1,881.00	45,321.59
Fourth quarter	70,950.00	3,547.50	74,497.50	2,500.00	125.00	2,625.00	5,826.88	82,949.38
1937:								
First quarter	76,765.45	3,838.27	80,603.72	2,500.00	125.00	2,625.00	7,346.00	90,574.72
Second quarter	69,658.00	3,482.90	73,140.90	2,500.00	125.00	2,625.00	6,685.16	82,451.06
Total	258,745.44	12,937.27	271,682.71	7,500.00	375.00	7,875.00	21,739.04	301,296.75
Washington:								
1936:								
Third quarter	400,000.00	20,000.00	420,000.00				95,505.00	515,505.00
Fourth quarter	463,050.00	23,152.50	486,202.50	37,620.00	1,881.00	39,501.00	175,000.00	700,703.50
1937:								
First quarter	508,517.75	25,425.89	533,943.64	37,125.00	1,856.25	38,981.25	146,542.89	719,467.78
Second quarter	994,181.00	49,709.05	1,043,890.05	23,108.44	1,155.42	24,263.86	143,628.76	1,211,782.67
Total	2,365,748.75	118,287.44	2,484,036.19	97,853.44	4,892.67	102,746.11	560,676.65	3,147,458.95
West Virginia:								
1937:								
Second quarter	337,500.00	16,875.00	354,375.00	18,000.00	900.00	18,900.00	190,000.00	563,275.00
Total	337,500.00	16,875.00	354,375.00	18,000.00	900.00	18,900.00	190,000.00	563,275.00

TABLE 15.—*Federal grants to States having approved public-assistance plans: Certifications for grants for the fiscal years 1935–36 and 1936–37 as of Dec. 15, 1936*—Continued

States	Old-age assistance			Aid to the blind			Aid to dependent children	Grand total for calendar year 1936
	Assistance	5 percent additional	Total	Assistance	5 percent additional	Total		
Wisconsin:								
1936:								
Third quarter	$375,000.00	$18,750.00	$393,750.00	49,666.66	$2,483.33	$52,149.99	$200,000.00	$645,899.99
Fourth quarter	900,000.00	45,000.00	945,000.00	66,150.00	3,307.50	69,457.50	258,333.33	1,272,790.83
1937:								
First quarter	990,981.99	49,549.10	1,040,531.09	61,039.91	3,052.00	64,091.91	164,946.67	1,269,569.67
Second quarter	893,686.86	44,684.34	938,371.20	73.478.46	3,673.92	77,152.38	199,854.50	1,215,378.08
Total	3,159,668.85	157,983.44	3,317,652.29	250,335.03	12,516.75	262,851.78	823,134.50	4,403,638.57
Wyoming:								
1936:								
Third quarter	53,280.00	2,664.00	55,944.00	3,963.24	198.16	4,161.40	8,696.53	68,801.93
Fourth quarter	38,618.89	1,930.94	40,549.83	8,130.76	406.54	8,537.30	5,659.87	54,747.00
1937:								
First quarter	81,000.00	4,050.00	85,050.00	8,353.50	417.68	8,771.18	18,534.63	112,355.81
Second quarter	83,714.04	4,185.71	87,899.75	7,958.25	397.91	8,356.16	21,040.76	117,296.67
Total	256,612.93	12,830.65	269,443.58	28,405.75	1,420.29	29,826.04	53,931.79	353,201.41

TABLE 16.—*Unemployment trust fund: Statement showing amounts to the credit of State agencies as of June 30, Sept. 30, and Dec. 15, 1936*

State agency	June 30, 1936			Sept. 30, 1936					Dec. 15, 1936				
	Deposits	Earnings	Total	Deposits	Earnings	Total	Payments on accounts of benefits	Balance	Deposits	Earnings	Total	Payments on accounts of benefits	Balance
Alabama: Alabama Unemployment Compensation Commission									$398,666.91		$398,666.91		$398,666.91
District of Columbia: District Unemployment Fund	$602,489.08	$1,383.34	$603,872.42	$1,162,304.73	$7,016.18	$1,169,320.91		$1,169,320.91	1,556,353.07	$7,016.18	1,563,369.25		1,563,369.25
Indiana: Indiana Unemployment Trust Fund	855,231.42	329.03	855,560.45	2,485,509.74	11,101.13	2,496,610.87		2,496,610.87	4,420,115.98	11,101.13	4,431,217.11		4,431,217.11
Massachusetts: Treasurer and Receiver General of the Commonwealth of Massachusetts									6,500,000.00		6,500,000.00		6,500,000.00
Mississippi: Mississippi Unemployment Trust Fund				160,320.88	291.35	160,612.23		160,612.23	397,725.47	291.35	398,016.82		398,016.82
New York: Division of Placement and Unemployment Insurance, New York	6,000,000.00	7,838.09	6,007,838.09	15,000,000.00	80,954.84	15,080,954.84		15,080,954.84	22,500,000.00	80,954.84	22,580,954.84		22,580,954.84
Oregon: Unemployment Compensation Commission of Oregon				970,412.57	4,040.25	974,452.82		974,452.82	1,305,901.90	4,040.25	1,309,942.15		1,309,942.15
Rhode Island: Rhode Island Unemployment Compensation Fund									1,421,674.12		1,421,674.12		1,421,674.12
Wisconsin: Industrial Commission of Wisconsin	11,400,000.00	82,150.48	11,482,150.48	14,564,908.79	165,133.68	14,730,042.47	$50,000	14,680,042.47	16,560,596.21	165,133.68	16,725,729.89	$150,000	16,575,729.89
Total	18,857,720.50	91,700.94	18,949,421.44	34,343,456.71	268,537.43	34,611,994.14	50,000	34,561,994.14	55,061,033.66	268,537.43	55,329,571.09	150,000	55,179,571.09

APPENDIX V

PUBLIC-ASSISTANCE STATISTICS

The following information is gathered by the Division of Public Assistance Statistics of the Bureau of Research and Statistics. The data are reported monthly by the States; the figures are revised from time to time by the Division of Public-Assistance Statistics to take account of retroactive grants and additional information submitted to the Board. More detailed information as to the operation of public-assistance plans within the States may be found in *Public Assistance: Monthly Statistics for the United States* and *Public Assistance: Quarterly Review of Statistics for the United States.* In order to facilitate reference, the serial numbers of the corresponding tables in those volumes are indicated.

TABLE 17.—*Total number of cases receiving payment for each type of public assistance for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies corrected to Nov. 25, 1936) P. A. S. table 200.2*

Month	Total number of cases receiving payments			
	Aged	Blind	Dependent children	
			Families	Children
Fiscal year 1935–36:				
Third quarter:				
February	245,430	12,058	26,568	68,638
March	291,909	12,208	26,625	67,822
Fourth quarter:				
April	466,749	16,379	56,689	141,003
May	561,587	16,659	60,967	150,803
June	602,672	17,585	68,993	173,491
Fiscal year 1936–37:				
First quarter:				
July	791,340	25,897	90,345	227,946
August	843,629	26,519	93,286	243,149
September	862,667	26,409	94,803	247,056
Second quarter: October	974,383	27,999	105,413	268,903

TABLE 18.—*Total payments for direct assistance to individuals from Federal, State, and local funds for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 200.1*

Month	Total payments to individuals [1]			
	All types of public assistance	Old-age assistance	Aid to the blind	Aid to dependent children
Total for fiscal year 1935–36	$41,053,588	$33,683,185	$1,803,245	$5,567,158
Total for third quarter	9,862,771	8,029,025	595,155	1,238,591
February	4,614,328	3,724,829	286,634	602,865
March	5,248,443	4,304,196	308,521	635,726
Total for fourth quarter	31,190,817	25,654,160	1,208,090	4,328,567
April	8,764,795	7,048,101	385,193	1,331,501
May	10,755,592	8,971,732	399,319	1,384,541
June	11,670,430	9,634,327	423,578	1,612,525
Fiscal year 1936–37: Total for first quarter	53,648,371	44,369,223	1,999,800	7,279,348
July	15,913,131	13,123,241	651,178	2,138,712
August	18,281,401	15,111,233	666,895	2,503,273
September	19,453,839	16,134,749	681,727	2,637,363
Second quarter: October	21,517,513	18,031,059	703,933	2,782,521

[1] Amount paid to recipients from Federal, State, and local funds, administrative expenses excluded. In all States payments must be made in cash. In most States these payments are made within the month for which the assistance is intended. In a few States, however, checks are written prior to the beginning of the month or after the end of the month for which the payment is made. States are requested, therefore, to report the amount of obligations incurred for the month for direct assistance.

TABLE 19.—*Recipients of old-age assistance for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 201.6*

States	Number of recipients of old-age assistance								
	Third quarter 1935–36		Fourth quarter 1935–36			First quarter 1936–37			Second quarter 1936–37, October
	February	March	April	May	June	July	August	September	
Total [1]	245,430	291,909	466,749	561,587	602,672	791,340	843,629	862,667	974,383
1. Alabama	6,239	4,390	5,890	5,932	8,353	9,614	10,523	10,594	10,492
2. Arkansas	(2)	11,726	12,228	12,148	12,496	13,050	13,618	13,239	14,179
3. California	(2)	(2)	38,504	40,576	42,718	44,905	47,954	52,142	55,456
4. Colorado	(2)	(2)	21,679	21,632	21,267	22,180	23,152	24,419	25,127
5. Connecticut	(2)	(2)	4,351	6,298	7,983	9,070	10,022	10,578	10,934
6. Delaware	1,609	1,666	1,844	2,113	2,398	2,652	2,768	2,899	2,982
7. District of Columbia	(3)	(3)	93	236	478	(4)	580	790	977
8. Florida	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	4,286
9. Hawaii	(2)	(2)	(2)	(2)	(2)	(2)	(2)	580	583
10. Idaho	3,845	5,339	6,447	6,805	7,088	7,242	7,398	7,652	7,777
11. Illinois	(2)	(2)	(2)	(2)	(2)	22,286	35,080	49,762	[5] 66,024
12. Indiana	(2)	(2)	30,869	31,476	29,029	30,179	30,605	32,229	33,650
13. Iowa	23,964	26,024	29,637	29,645	29,584	29,751	29,435	29,122	29,530
14. Kentucky	(2)	(2)	(2)	(2)	(2)	(3)	238	1,539	3,738
15. Louisiana	(2)	(2)	(2)	(2)	[6] 9,156	[6] 9,412	[6] 9,649	[6] 9,696	[6] 10,699
16. Maine	(3)	(3)	(3)	480	1,057	2,269	3,341	4,002	(7)
17. Maryland	5,868	6,707	7,517	8,369	9,811	10,141	10,557	10,918	11,224
18. Massachusetts	26,680	27,044	27,475	27,945	28,334	[5] 28,764	[5] 27,482	[5] 35,843	[5] 41,707
19. Michigan	19,053	21,533	23,949	25,393	27,697	29,015	29,822	30,588	31,555
20. Minnesota	(2)	8,461	22,258	32,940	37,697	[8] 43,852	[8] 43,852	[8] 49,448	[8] 52,108
21. Mississippi	21,683	23,549	10,142	11,936	14,325	15,467	16,299	16,486	16,623
22. Missouri	16,057	15,938	15,745	15,525	15,449	48,817	48,663	48,158	54,595
23. Montana	(2)	(2)	(2)	(2)	1,022	1,942	3,897	6,098	[5] 7,168
24. Nebraska	127	8,377	15,039	18,689	20,607	21,110	21,503	22,759	23,376
25. New Hampshire	2,209	2,277	2,437	2,561	2,667	2,798	2,888	2,992	3,056
26. New Jersey	(2)	(2)	15,307	15,592	15,904	17,216	18,504	19,634	20,432
27. New Mexico	(2)	(2)	(3)	207	758	929	1,398	2,571	2,730
28. New York	(2)	(2)	(2)	58,213	58,662	59,005	60,289	60,822	65,122
29. North Dakota	(2)	(2)	(3)	227	2,293	3,817	4,725	5,464	5,914
30. Ohio	85,128	84,927	85,957	86,448	86,035	87,927	90,984	90,868	96,538
31. Oklahoma	(2)	(2)	32,434	36,805	41,096	41,900	37,458	(9)	38,618
32. Oregon	(2)	(2)	6,703	8,323	9,459	10,330	11,021	11,406	11,641
33. Pennsylvania	(2)	(2)	(2)	(2)	(2)	44,042	[6] 47,860	48,011	52,453
34. Rhode Island	1,052	1,217	1,358	1,518	1,695	1,935	2,189	2,384	2,620
35. South Dakota	(2)	(1)	(2)	(2)	(2)	(2)	(2)	(2)	3,283
36. Texas	(2)	(2)	(2)	(2)	(2)	59,999	75,604	81,269	86,792
37. Utah	(2)	3,544	4,005	4,202	4,313	4,298	4,262	4,560	4,909
38. Vermont	4,239	4,199	4,153	4,113	4,131	4,090	4,096	4,066	4,030
39. Washington	11,513	12,372	14,042	15,877	17,608	18,769	20,991	24,499	26,034
40. Wisconsin	16,164	21,100	24,809	27,402	29,259	30,214	31,220	32,074	32,910
41. Wyoming	(3)	1,519	1,877	1,961	2,243	2,353	2,461	2,506	2,511

[1] Includes estimates for Louisiana and Pennsylvania.
[2] Not administering old-age assistance under an approved plan this month.
[3] Federal funds available; but no payments made for direct assistance for this month.
[4] No payments for old-age assistance for July due to change in accounting procedure.
[5] Preliminary figures subject to revision.
[6] Estimated by the State.
[7] No payments for old-age assistance for October.
[8] Preliminary figures to be revised to include retroactive payments.
[9] No payments for old-age assistance for September.

TABLE 20.—*Amount paid to recipients of old-age assistance for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 201.7*

States	Total amount paid to recipients of old-age assistance [1]								
	Third quarter 1935–36		Fourth quarter 1935–36			First quarter 1936–37			Second quarter 1936–37, October
	February	March	April	May	June	July	August	September	
Total [2]	$3,724,829	$4,304,196	$7,048,101	$8,971,732	$9,634,327	$13,123,241	$15,111,233	$16,134,749	$18,031,059
1. Alabama	48,446	17,550	34,861	36,097	89,476	101,394	113,093	113,617	113,436
2. Arkansas	(3)	52,130	51,800	48,373	69,281	70,715	75,894	79,167	127,550
3. California	(3)	(3)	880,444	936,703	992,725	1,405,293	1,508,428	1,642,251	1,744,201
4. Colorado	(3)	(3)	384,257	386,112	405,656	460,326	628,312	673,018	693,170
5. Connecticut	(3)	(3)	40,927	137,293	178,174	224,204	254,368	262,947	284,483
6. Delaware	16,017	16,713	18,697	21,625	24,680	27,403	28,699	30,197	31,405
7. District of Columbia	(4)	(4)	3,130	6,194	12,072	(5)	14,700	19,997	25,154
8. Florida	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	44,261
9. Hawaii	(3)	(3)	(3)	(3)	(3)	(3)	(3)	6,622	6,650
10. Idaho	82,562	110,410	135,973	144,341	149,693	153,128	175,050	179,470	181,831
11. Illinois	(3)	(3)	(3)	(3)	(3)	286,004	460,585	679,712	[6] 935,637
12. Indiana	(3)	(3)	247,415	251,652	242,046	290,658	349,783	416,328	463,497
13. Iowa	342,092	375,170	426,465	431,688	430,291	432,794	427,783	423,290	431,368
14. Kentucky	(3)	(3)	(3)	(3)	(3)	(4)	1,769	14,096	35,719
15. Louisiana	(3)	(3)	(3)	(3)	[7] 94,180	[7] 99,945	[7] 106,515	[7] 116,466	[7] 135,293
16. Maine	(4)	(4)	(4)	9,489	20,879	45,095	66,921	80,394	(8)
17. Maryland	100,709	111,514	123,058	132,157	125,125	160,904	168,000	175,054	185,953
18. Massachusetts	636,435	636,652	650,506	680,857	665,597	[6] 698,184	[6] 675,994	[6] 896,445	[6] 1,078,113
19. Michigan	313,415	354,335	406,956	429,367	453,992	476,340	490,162	500,608	517,338
20. Minnesota	(3)	132,766	400,010	607,280	698,629	[9] 803,890	[9] 837,754	[9] 925,933	[9] 975,918
21. Mississippi	143,765	157,160	37,416	43,823	51,899	55,300	58,072	58,971	59,635
22. Missouri	143,761	142,882	140,969	139,149	138,312	456,472	454,984	450,422	622,734
23. Montana	(3)	(3)	(3)	(3)	12,572	35,246	78,118	125,526	[6] 146,594
24. Nebraska	577	91,963	215,756	277,657	316,071	309,980	315,792	339,835	364,990
25. New Hampshire	43,916	45,674	49,433	52,634	55,390	57,606	61,086	63,617	65,663
26. New Jersey	(3)	(3)	243,140	247,175	252,580	272,314	292,930	311,857	327,302
27. New Mexico	(3)	(3)	(4)	2,859	10,974	13,619	21,035	41,450	44,410
28. New York	(3)	(3)	(3)	1,202,230	1,207,881	1,218,886	1,255,996	1,275,665	1,385,519
29. North Dakota	(3)	(3)	(4)	3,618	35,138	58,259	72,098	84,234	92,062
30. Ohio	1,277,156	1,271,984	1,288,285	1,301,552	1,299,467	1,331,581	2,274,170	2,269,140	2,404,178
31. Oklahoma	(3)	(3)	225,418	270,184	325,713	333,198	187,290	(10)	308,944
32. Oregon	(3)	(3)	136,495	169,145	193,853	213,279	229,939	238,437	242,613

See footnotes at end of table.

TABLE 20.—*Amount paid to recipients of old-age assistance for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 201.7*—Continued

States	Total amount paid to recipients of old-age assistance [1]								
	Third quarter 1935–36		Fourth quarter 1935–36			First quarter 1936–37			Second quarter 1936–37, October
	February	March	April	May	June	July	August	September	
33. Pennsylvania	[3]	[3]	[3]	[3]	[3]	$942,452	[7] $1,029,850	$1,039,018	$1,138,338
34. Rhode Island	$18,600	$21,502	$23,898	$26,602	$29,606	33,630	37,514	40,844	45,106
35. South Dakota	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	72,160
36. Texas	[3]	[3]	[3]	[3]	[3]	949,055	1,186,756	1,273,559	1,351,825
37. Utah	[3]	66,563	75,859	78,631	79,818	80,313	79,156	101,792	109,974
38. Vermont	46,473	46,226	45,902	45,580	46,118	45,771	46,130	45,952	45,540
39. Washington	236,824	254,517	287,830	325,093	360,270	383,689	429,326	500,542	531,570
40. Wisconsin	274,081	361,605	431,350	483,459	519,037	547,002	565,977	586,560	608,965
41. Wyoming	[4]	36,880	41,851	43,113	47,132	49,312	51,204	51,716	51,960

[1] Amount paid to recipients from Federal, State, and local funds, administrative expenses excluded.
[2] Includes estimates for Louisiana and Pennsylvania.
[3] Not administering old-age assistance under an approved plan this month.
[4] Federal funds available; but no payments made for direct assistance for this month.
[5] No payments for old-age assistance for July due to change in accounting procedure.
[6] Preliminary figures subject to revision.
[7] Estimated by the State.
[8] No payments for old-age assistance for October.
[9] Preliminary figures to be revised to include retroactive payments.
[10] No payments for old-age assistance for September.

TABLE 21.—*Average payment per recipient of old-age assistance for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 201.8*

States	Average amount paid to recipients of old-age assistance [1]								
	Third quarter 1935–36		Fourth quarter 1935–36			First quarter 1936–37			Second quarter 1936–37, October
	February	March	April	May	June	July	August	September	
Average for all States reporting [2]	$15.18	$14.74	$15.10	$15.98	$15.99	$16.58	$17.91	$18.70	$18.50
Average for 16 States making payments each month	15.18	15.06	15.62	15.75	15.59	15.97	17.72	17.95	18.45
1. Alabama	7.77	4.00	5.92	6.09	10.71	10.55	10.75	10.72	10.81
2. Arkansas	(3)	4.45	4.24	3.98	5.54	5.42	5.57	5.98	9.00
3. California	(3)	(3)	22.87	23.09	23.24	31.29	31.46	31.50	31.45
4. Colorado	(3)	(3)	17.72	17.85	19.07	20.75	27.14	27.56	27.59
5. Connecticut	(3)	(3)	9.41	21.80	22.32	24.72	25.38	24.86	26.02
6. Delaware	9.95	10.03	10.14	10.23	10.29	10.33	10.37	10.42	10.53
7. District of Columbia	(4)	(4)	33.66	26.25	25.26	(5)	25.34	25.31	25.74
8. Florida	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	10.33
9. Hawaii	(3)	(3)	(3)	(3)	(3)	(3)	(3)	11.42	11.41
10. Idaho	21.47	20.68	21.09	21.21	21.12	21.14	23.66	23.45	23.38
11. Illinois	(3)	(3)	(3)	(3)	(3)	12.83	13.13	13.66	[6] 14.17
12. Indiana	(3)	(3)	8.01	8.00	8.34	9.63	11.43	12.92	13.77
13. Iowa	14.28	14.42	14.39	14.56	14.54	14.55	14.53	14.54	14.61
14. Kentucky	(3)	(3)	(3)	(3)	(3)	(4)	7.43	9.16	9.56
15. Louisiana	(3)	(3)	(3)	(3)	[7] 10.29	[7] 10.62	[7] 11.04	[7] 12.01	[7] 12.64
16. Maine	(4)	(4)	(4)	19.77	19.75	19.87	20.03	20.09	(8)
17. Maryland	17.16	16.63	16.37	15.79	12.75	15.87	15.91	16.03	16.57
18. Massachusetts	23.85	23.54	23.68	24.36	23.49	[6] 24.27	[6] 24.60	[6] 25.01	[6] 25.85
19. Michigan	16.45	16.46	16.99	16.91	16.39	16.42	16.44	16.37	16.39
20. Minnesota	(3)	15.69	17.97	18.44	18.53	[9] 18.33	[9] 19.10	[9] 18.72	[9] 18.73
21. Mississippi	6.63	6.67	3.69	3.67	3.62	3.58	3.56	3.58	3.59
22. Missouri	8.95	8.96	8.95	8.96	8.95	9.35	9.35	9.35	11.41
23. Montana	(3)	(3)	(3)	(3)	12.30	18.15	20.04	20.58	[6] 20.45
24. Nebraska	4.54	10.98	14.35	14.86	15.34	14.68	14.69	14.93	15.61
25. New Hampshire	19.88	20.06	20.28	20.55	20.77	20.59	21.15	21.26	21.49
26. New Jersey	(3)	(3)	15.88	15.85	15.88	15.82	15.83	15.88	16.02
27. New Mexico	(3)	(3)	(4)	13.81	14.48	14.66	15.05	16.12	16.27
28. New York	(3)	(3)	(3)	21.75	20.59	20.66	20.83	20.97	21.28
29. North Dakota	(3)	(3)	(4)	15.94	15.32	15.26	15.26	15.42	15.57
30. Ohio	15.00	14.98	14.99	15.06	15.10	15.14	25.00	24.97	24.90
31. Oklahoma	(3)	(3)	6.95	7.34	7.93	7.95	5.00	(10)	8.00
32. Oregon	(3)	(3)	20.36	20.32	20.49	20.65	20.86	20.90	20.84
33. Pennsylvania	(3)	(3)	(3)	(3)	(3)	21.40	[7] 21.52	21.64	21.70
34. Rhode Island	17.68	17.67	17.60	17.52	17.47	17.38	17.14	17.13	17.22
35. South Dakota	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	21.98
36. Texas	(3)	(3)	(3)	(3)	(3)	15.82	15.70	15.67	15.58
37. Utah	(3)	18.78	18.94	18.71	18.51	18.69	18.57	22.32	22.40
38. Vermont	10.96	11.01	11.05	11.08	11.16	11.19	11.26	11.30	11.30
39. Washington	20.57	20.57	20.50	20.48	20.46	20.44	20.45	20.43	20.42
40. Wisconsin	16.96	17.14	17.39	17.64	17.74	18.10	18.19	18.29	18.50
41. Wyoming	(4)	24.28	22.30	21.99	21.01	20.96	20.81	20.64	20.69

[1] Amount paid to recipients from Federal, State, and local funds, administrative expenses excluded.
[2] Includes estimates for Louisiana and Pennsylvania.
[3] Not administering old-age assistance under an approved plan this month.
[4] Federal funds available, but no payments made for direct assistance for this month.
[5] No payments for old-age assistance for July due to change in accounting procedure.
[6] Preliminary figures subject to revision.
[7] Estimated by the State.
[8] No payments for old-age assistance for October.
[9] Preliminary figures to be revised to include retroactive payments.
[10] No payments for old-age assistance for September.

TABLE 22.—*Applications for old-age assistance during the period Feb. 1 through June 30, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 201.1.*

States	Number of applications for old-age assistance during the period Feb. 1 through June 30, 1936 [1]						
	Pending [2]	Received	Total	Disposed of during the period			Pending June 30, 1936
				Total	Granted	Other disposition	
Total for 28 States reporting completely	230,303	259,022	489,325	270,248	199,899	70,349	219,077
1. Alabama	17,847	9,559	27,406	13,570	6,338	7,232	13,836
2. Arkansas	16,461	6,843	23,304	21,253	3,951	17,302	2,051
3. California [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
4. Colorado	145	3,171	3,316	1,606	1,367	239	1,710
5. Connecticut	7,044	3,968	11,012	7,729	6,938	791	3,283
6. Delaware	2,441	769	3,210	2,131	938	1,193	1,079
7. District of Columbia	0	3,349	3,349	636	481	155	2,713
8. Idaho	0	9,051	9,051	8,790	7,753	1,037	261
9. Indiana [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
10. Iowa [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
11. Louisiana [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
12. Maine	0	20,269	20,269	1,335	1,058	277	18,934
13. Maryland	12,751	6,098	18,849	7,495	5,201	2,294	11,354
14. Massachusetts [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
15. Michigan	7,947	14,453	22,400	18,280	13,126	5,154	4,120
16. Minnesota [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
17. Mississippi	[4] 0	25,641	25,641	22,747	15,273	7,474	2,894
18. Missouri	76,692	5,057	81,749	13,450	11,121	2,329	68,299
19. Montana	0	980	980	980	980	0	0
20. Nebraska	0	27,958	27,958	25,100	22,123	2,977	2,858
21. New Hampshire	72	1,293	1,365	957	679	278	408
22. New Jersey	2,528	6,633	9,161	2,949	1,716	1,233	6,212
23. New Mexico	0	2,439	2,439	1,011	760	251	1,428
24. New York	7,015	2,955	9,970	2,412	[5] 1,358	1,054	7,558
25. North Dakota	0	4,009	4,009	3,126	2,858	268	883
26. Ohio	16,819	16,552	33,371	12,481	[6] 6,682	5,799	20,890
27. Oklahoma	0	44,707	44,707	44,209	43,591	618	498
28. Oregon	0	13,417	13,417	10,611	9,691	920	2,806
29. Rhode Island	10,622	1,274	11,896	1,740	885	855	10,156
30. Utah	0	6,993	6,993	6,296	5,094	1,202	697
31. Vermont	2,873	631	3,504	555	409	146	2,949
32. Washington	29,323	4,017	33,340	9,538	8,006	1,532	23,802
33. Wisconsin	19,723	14,398	34,121	26,797	19,198	7,599	7,324
34. Wyoming [7]	0	2,538	2,538	2,464	2,324	140	74

[1] Figures for each State are limited to those months for which Federal funds were available.
[2] Number of applications pending on the first of the first month for which Federal funds were available.
[3] Complete reports not yet received by the Social Security Board.
[4] Figures cover the period Apr. 1 through June 30 although Federal funds were available from Feb. 1. By the enactment of a new law effective Apr. 1, all recipients and applicants were required to reapply for assistance.
[5] Figure does not include 767 cases given assistance for the first time during this period. These applications were reported as granted prior to the time Federal funds were available.
[6] Figure does not include 128 cases given assistance for the first time during this period. These applications were reported as granted prior to the time Federal funds were available.
[7] Figures do not represent a complete count of applications for the State, including only those applications received in the State department, and excluding those received in the county offices.

TABLE 23.—*Applications for old-age assistance during the period July 1 through Sept. 30, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 201.1*

Statess	Number of applications for old-age assistance during the period July 1 through Sept. 30, 1936 [1]						
	Pending [2]	Received	Total	Disposed of during the period			Pending Sept. 30, 1936
				Total	Granted	Other disposition	
Total for 31 States reporting completely	526,384	236,051	762,435	268,405	203,510	64,895	[3] 494,030
1. Alabama	13,836	2,932	16,768	5,047	2,667	2,380	11,721
2. Arkansas	2,051	6,461	8,512	4,604	3,109	1,495	3,908
3. California	16,807	17,213	34,020	14,072	11,420	2,652	19,948
4. Colorado	1,710	5,647	7,357	6,614	5,136	1,478	743
5. Connecticut	3,283	2,002	5,285	3,401	2,898	503	1,884
6. Delaware	1,079	434	1,513	1,236	570	666	277
7. District of Columbia	2,713	434	3,147	685	505	180	2,462
8. Hawaii	[4] 30	[4] 16	[4] 46	[4] 17	[4] 6	[4] 11	[4] 29
9. Idaho	261	1,098	1,359	1,164	862	302	195
10. Illinois	145,030	14,074	159,104	57,867	45,589	12,278	101,237
11. Indiana	[5]	[5]	[5]	[5]	[5]	[5]	[5]
12. Iowa	[5]	[5]	[5]	[5]	[5]	[5]	[5]
13. Kentucky	0	38,960	38,960	1,817	1,541	276	37,143
14. Louisiana	[5]	[5]	[5]	[5]	[5]	[5]	[5]
15. Maine	18,934	2,915	21,849	3,687	2,985	702	18,162
16. Maryland	11,354	1,523	12,877	2,546	1,502	1,044	10,331
17. Massachusetts	[6]	[6]	[6]	[6]	[6]	[6]	[6]
18. Michigan	4,120	4,657	8,777	5,893	3,868	2,025	2,884
19. Minnesota	[5]	[5]	[5]	[5]	[5]	[5]	[5]
20. Mississippi	2,894	3,633	6,527	5,139	2,910	2,229	1,388
21. Missouri	68,299	2,401	70,700	37,130	33,643	3,487	33,570
22. Montana	[6]	[6]	[6]	[6]	[6]	[6]	[6]
23. Nebraska	2,858	2,800	5,658	4,284	2,947	1,337	1,374
24. New Hampshire	408	599	1,007	626	438	188	381
25. New Jersey	[7] 6,210	[7] 7,384	[7] 13,594	[7] 7,451	[7] 4,495	[7] 2,956	[7] 6,143
26. New Mexico	1,428	1,630	3,058	2,420	1,826	594	638
27. New York	[7] 7,349	[7] 25,757	[7] 33,106	[7] 8,713	[7] 5,092	[7] 3,621	[7] 24,393
28. North Dakota	[8] 883	[8] 3,764	[8] 4,647	[8] 4,032	[8] 2,847	[8] 1,185	[8] 615
29. Ohio	[7] 20,922	[7] 17,339	[7] 38,261	[7] 11,523	[7] 6,035	[7] 5,488	[7] 26,738
30. Oklahoma [9]	510	43,834	44,344	3,297	2,603	694	41,047
31. Oregon	2,806	2,222	5,028	3,734	2,349	1,385	1,294
32. Pennsylvania	[5]	[5]	[5]	[5]	[5]	[5]	[5]
33. Rhode Island	10,156	695	10,851	1,344	761	583	9,507
34. Texas	145,681	17,199	162,880	50,895	41,903	8,992	111,985
35. Utah	697	1,104	1,801	1,316	788	528	485
36. Vermont	2,949	219	3,168	236	185	51	2,932
37. Washington	23,802	2,822	26,624	10,270	7,756	2,514	16,354
38. Wisconsin	7,324	4,283	11,607	7,345	4,274	3,071	4,262
39. Wyoming	[5]	[5]	[5]	[5]	[5]	[5]	[5]

[1] Figures for each State are limited to those months for which Federal funds were available.
[2] Number of applications pending on the first of the first month for which Federal funds were available.
[3] In addition the following States reported applications pending Sept. 30: Iowa, 24,964; Louisiana, 3,412 (estimated); Massachusetts, 10,157; Minnesota, 10,959; Montana, 6,399; and Wyoming, 237; making a total of 550,158 applications pending in 37 States. Figures for other items of this table omitted because data are incomplete for 3-month period.
[4] Federal funds available for September only.
[5] Complete reports not yet received by the Social Security Board.
[6] Figures are being revised; not yet ready for tabulation.
[7] Preliminary figures subject to revision.
[8] Figures do not represent a complete count of applications for the State, including those applications received in the State department and excluding those received in the county offices.
[9] Federal funds available through Aug. 31 only, but applications received during September are included in this table, because Federal funds under revised plan became available Oct. 1, 1936.

TABLE 24.—*Age of individuals receiving old-age assistance for the first time during the period July 1 through Sept. 30, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 201.5*

States	Individuals granted old-age assistance for the first time during the period July 1 through Sept. 30, 1936 [1]								
	Number	Percentage distribution in specified age groups							
		Under 65	65 to 69	70 to 74	75 to 79	80 to 84	85 to 89	90 and over	65 and over but exact age unknown
Total for 35 States reporting completely [2]	216,575	([3])	30.6	32.4	22.1	10.4	3.4	0.8	0.3
1. Alabama	2,519	0	39.1	26.0	17.6	10.5	4.6	2.2	0
2. Arkansas	2,681	0	36.3	27.1	20.6	10.8	4.1	1.0	.1
3. California	10,934	0	46.8	28.7	15.3	6.0	1.7	.4	1.0
4. Colorado	4,613	0	48.0	26.7	16.0	6.7	1.9	.5	.2
5. Connecticut	2,894	0	35.2	27.2	19.0	7.7	2.3	.5	8.0
6. Delaware	563	0	31.4	22.0	13.5	5.7	1.4	.2	25.8
7. District of Columbia	505	0	38.2	31.7	17.0	6.3	2.4	.6	3.8
8. Hawaii	[4] 3	0	33.3	0	33.3	33.3	0	0	0
9. Idaho	756	0	44.0	27.0	18.8	7.4	2.1	.7	0
10. Illinois	45,586	0	26.4	29.8	26.2	12.7	3.9	.9	([3])
11. Indiana [5]	([5])	([5])	([5])	([5])	([5])	([5])	([5])	([5])	([5])
12. Iowa	[6] 495	0	33.5	29.3	21.8	10.1	4.0	.4	.8
13. Kentucky	1,541	0	32.2	27.7	22.8	10.2	4.2	1.0	1.8
14. Louisiana [5]	([5])	([5])	([5])	([5])	([5])	([5])	([5])	([5])	([5])
15. Maine	2,985	0	24.8	30.2	25.1	13.7	4.8	1.1	.2
16. Maryland	1,474	0	33.5	34.9	18.5	10.0	2.4	.5	.1
17. Massachusetts	9,285	0	55.9	28.3	10.3	3.9	1.3	.2	([3])
18. Michigan	3,822	0	0	57.8	26.8	11.4	3.3	.7	0
19. Minnesota	[6] 3,682	0	52.3	25.4	14.0	6.2	1.7	.4	([3])
20. Mississippi	2,842	0	35.4	24.8	18.3	12.0	5.7	2.7	1.2
21. Missouri	33,637	0	0	47.4	32.2	14.9	4.6	.9	0
22. Montana	5,134	0	32.4	33.0	21.4	9.0	3.4	.8	0
23. Nebraska	2,897	0	48.4	24.7	17.3	6.6	2.2	.8	0
24. New Hampshire	423	0	0	54.6	29.3	11.6	3.5	.9	0
25. New Jersey	4,364	0	63.8	23.6	8.0	3.5	.9	.1	.1
26. New Mexico	1,825	([3])	29.2	31.4	19.4	10.0	3.5	2.0	4.4
27. New York	4,465	0	11.6	60.8	18.3	6.6	2.2	.4	.1
28. North Dakota	2,844	0	29.1	31.5	22.6	11.4	4.5	.8	0
29. Ohio	5,933	0	52.3	23.7	14.8	6.2	2.4	.6	0
30. Oklahoma	2,189	0	51.5	22.5	15.7	6.0	3.5	.3	.5
31. Oregon [5]	([5])	([5])	([5])	([5])	([5])	([5])	([5])	([5])	([5])
32. Pennsylvania [5]	([5])	([5])	([5])	([5])	([5])	([5])	([5])	([5])	([5])
33. Rhode Island	760	0	22.1	39.3	25.4	9.5	3.4	.3	0
34. Texas	41,900	0	38.5	26.6	20.3	10.1	3.5	1.0	.1
35. Utah	667	0	36.1	30.4	19.2	9.0	4.5	.7	0
36. Vermont	185	0	36.8	27.0	23.8	8.6	3.2	.5	0
37. Washington	7,694	0	34.0	31.3	21.3	9.9	3.0	.5	0
38. Wisconsin	4,147	0	45.4	27.9	17.2	7.2	1.8	.4	.1
39. Wyoming	331	0	39.6	35.6	14.5	8.4	.9	.9	0

[1] Figures for each State are limited to those months for which Federal funds were available.
[2] Includes figures for Iowa and Minnesota, which have reported completely for 1 month only.
[3] Less than 1/10 of 1 percent.
[4] Federal funds available for September only.
[5] Complete reports not yet received by the Social Security Board.
[6] Preliminary figures are for 1 month only and are subject to revision.

TABLE 25.—*Recipients of aid to the blind for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 203.6*

States	Number of recipients of aid to the blind								
	Third quarter 1935–36		Fourth quarter 1935–36			First quarter 1936–37			Second quarter 1936–37, October
	February	March	April	May	June	July	August	September	
Total [1]	12,058	12,208	16,379	16,659	17,585	25,897	26,519	26,409	27,999
1. Arizona	[2]	[2]	[2]	[2]	40	65	82	107	134
2. Arkansas	[3]	[3]	367	387	398	427	446	478	497
3. California	[3]	[3]	[3]	[3]	[3]	4,271	4,287	4,366	4,417
4. Colorado	[3]	[3]	314	350	500	561	603	614	634
5. Connecticut	157	108	124	147	239	[4]	[4]	[4]	[4]
6. District of Columbia	[2]	[2]	2	11	34	[5]	47	65	72
7. Idaho	134	182	204	209	219	228	237	248	262
8. Indiana	[3]	[3]	1,069	1,068	1,066	1,055	1,001	1,044	1,203
9. Maine	1,080	1,080	1,102	1,089	1,090	1,098	1,106	1,113	1,129
10. Maryland	[3]	[3]	[2]	554	548	545	553	567	571
11. Massachusetts	[3]	[3]	1,106	1,111	1,089	1,096	1,055	1,067	1,023
12. Michigan	[2]	[2]	[2]	[2]	[2]	[8] 85	[8] 85	[8] 85	[7] 81
13. Mississippi	851	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]
14. Nebraska	0	33	155	246	333	445	499	528	541
15. New Hampshire	240	249	255	258	264	266	269	272	274
16. New Jersey	[3]	[3]	[3]	[3]	[3]	458	454	456	465
17. New Mexico	[3]	[3]	[2]	[2]	10	19	51	123	133
18. North Carolina	588	556	645	82	20	[9]	[9]	[9]	[9]
19. Ohio	[3]	[3]	[3]	[3]	[3]	3,104	3,156	2,482	3,511
20. Oregon	[3]	[3]	[2]	13	58	121	187	226	259
21. Pennsylvania	6,872	7,706	7,878	7,903	8,405	8,698	8,991	9,179	9,421
22. Utah	[3]	94	161	190	203	208	207	210	216
23. Vermont	[3]	[3]	86	86	86	125	144	147	149
24. Washington	[3]	[3]	654	676	677	710	736	748	743
25. Wisconsin	2,010	2,050	2,096	2,116	2,129	2,128	2,135	2,095	2,074
26. Wyoming	126	150	161	163	177	184	188	189	190

[1] Includes estimates for Michigan.
[2] Federal funds available, but no payments made for direct assistance for this month.
[3] Not administering aid to the blind under an approved plan this month.
[4] Federal funds available from Feb. 1 through June 30. No request for Federal funds from the State after July 1, 1936.
[5] No payments for aid to the blind for July due to change in accounting procedure.
[6] Estimated.
[7] Preliminary figures subject to revision.
[8] Federal funds available for February only; legislation expired.
[9] Federal funds available from Feb. 1 through June 30; payments suspended July 1, 1936.

TABLE 26.—*Amount paid to recipients of aid to the blind for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 203.7*

States	Total amount paid to recipients of aid to the blind [1]								
	Third quarter 1935–36		Fourth quarter 1935–36			First quarter 1936–37			Second quarter 1936–37, October
	February	March	April	May	June	July	August	September	
Total [2]	$286,634	$308,521	$385,193	$399,319	$423,578	$651,178	$666,895	$681,727	$703,933
1. Arizona	(3)	(3)	(3)	(3)	718	1,184	1,567	2,051	2,541
2. Arkansas	(4)	(4)	1,744	1,730	2,196	2,452	2,606	2,870	4,394
3. California	(4)	(4)	(4)	(4)	(4)	145,422	147,326	151,541	154,322
4. Colorado	(4)	(4)	5,678	7,029	9,563	11,048	12,938	14,284	15,500
5. Connecticut	1,780	1,735	1,926	2,132	2,458	(5)	(5)	(5)	(5)
6. District of Columbia	(3)	(3)	61	272	801	(6)	1,092	1,506	1,707
7. Idaho	3,462	4,593	5,165	5,262	5,458	5,658	5,738	5,903	6,091
8. Indiana	(4)	(4)	19,035	19,010	18,973	18,787	17,914	18,752	21,736
9. Maine	15,359	15,359	15,692	15,503	15,685	16,140	17,016	17,897	18,934
10. Maryland	(4)	(4)	(3)	9,996	8,851	10,486	9,598	10,054	10,377
11. Massachusetts	(4)	(4)	17,194	17,245	16,909	17,207	16,709	16,977	16,388
12. Michigan	(4)	(4)	(4)	(4)	(4)	[7] 1,000	[7] 1,000	[7] 1,000	[8] 979
13. Mississippi	6,321	(9)	(9)	(9)	(9)	(9)	(9)	(9)	(9)
14. Nebraska	(3)	165	2,338	4,107	6,105	8,161	9,216	9,823	10,069
15. New Hampshire	3,622	4,010	4,325	4,476	4,696	4,865	4,959	5,088	5,120
16. New Jersey	(4)	(4)	(4)	(4)	(4)	9,672	9,607	9,656	9,747
17. New Mexico	(4)	(4)	(3)	(3)	199	363	886	2,236	2,387
18. North Carolina	5,496	3,347	2,675	444	368	(10)	(10)	(10)	(10)
19. Ohio	(4)	(4)	(4)	(4)	(4)	55,873	53,707	50,882	54,433
20. Oregon	(4)	(4)	(3)	365	1,452	3,069	4,665	5,595	6,440
21. Pennsylvania	205,328	230,003	235,263	235,701	251,071	259,772	268,832	274,082	281,134
22. Utah	(4)	1,968	3,514	4,102	4,365	4,498	4,436	4,921	5,203
23. Vermont	(4)	(4)	1,695	1,695	1,610	1,667	1,616	1,662	1,680
24. Washington	(4)	(4)	20,152	20,776	21,601	22,950	24,086	24,512	24,403
25. Wisconsin	41,009	42,394	43,374	44,072	44,672	44,827	45,160	44,209	44,062
26. Wyoming	4,257	4,927	5,362	5,402	5,827	6,077	6,221	6,226	6,286

[1] Amount paid to recipients from Federal, State, and local funds, administrative expenses excluded.
[2] Includes estimates for Michigan.
[3] Federal funds available; but no payments made for direct assistance for this month.
[4] Not administering aid to the blind under an approved plan this month.
[5] See footnote 3, table 25.
[6] No payments for aid to the blind for July due to change in accounting procedure.
[7] Estimated.
[8] Preliminary figures subject to revision.
[9] See footnote 8, table 25.
[10] See footnote 9, table 25.

TABLE 27.—*Average payment per recipient of aid to the blind for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 203.8*

States	Average amount paid to recipients of aid to the blind [1]								
	Third quarter 1935–36		Fourth quarter 1935–36			First quarter 1936–37			Second quarter 1936–37, October
	February	March	April	May	June	July	August	September	
Average for all States reporting [2]	$23.77	$25.29	$23.52	$23.97	$24.09	$25.14	$25.15	$25.81	$25.14
Average for 6 States making payments each month	26.10	26.39	26.43	26.44	26.65	26.77	26.92	26.98	27.09
1. Arizona	(3)	(3)	(3)	(3)	17.95	18.22	19.11	19.17	18.96
2. Arkansas	(4)	(4)	4.75	4.47	5.52	5.74	5.84	6.00	8.84
3. California	(4)	(4)	(4)	(4)	(4)	34.05	34.36	34.71	34.94
4. Colorado	(4)	(4)	18.14	20.08	19.13	19.69	21.46	23.26	24.45
5. Connecticut	11.33	16.07	15.54	14.50	10.29	(5)	(5)	(5)	(5)
6. District of Columbia	(3)	(3)	30.55	24.68	23.56	(6)	23.23	23.17	23.71
7. Idaho	25.84	25.24	25.32	25.18	24.92	24.82	24.21	23.80	23.25
8. Indiana	(4)	(4)	17.81	17.80	17.80	17.81	17.90	17.96	18.07
9. Maine	14.22	14.22	14.24	14.24	14.39	14.70	15.38	16.08	16.77
10. Maryland	(4)	(4)	(3)	18.04	16.15	19.24	17.36	17.73	18.17
11. Massachusetts	(4)	(4)	15.55	15.52	15.53	15.70	15.84	15.91	16.02
12. Michigan	(4)	(4)	(4)	(4)	(4)	[7] 11.76	[7] 11.76	[7] 11.76	[8] 12.08
13. Mississippi	7.43	(9)	(9)	(9)	(9)	(9)	(9)	(9)	(9)
14. Nebraska	(3)	5.01	15.08	16.70	18.33	18.34	18.47	18.60	18.61
15. New Hampshire	15.09	16.10	16.96	17.35	17.79	18.29	18.43	18.71	18.69
16. New Jersey	(4)	(4)	(4)	(4)	(4)	21.12	21.16	21.18	20.96
17. New Mexico	(4)	(4)	(3)	(3)	19.91	19.10	17.37	18.18	17.95
18. North Carolina	9.35	6.02	4.15	5.41	18.40	(10)	(10)	(10)	(10)
19. Ohio	(4)	(4)	(4)	(4)	(4)	18.00	17.02	20.50	15.50
20. Oregon	(4)	(4)	(3)	28.08	25.03	25.36	24.95	24.76	24.86
21. Pennsylvania	29.88	29.85	29.86	29.82	29.87	29.86	29.90	29.86	29.84
22. Utah	(4)	20.93	21.83	21.59	21.50	21.63	21.43	23.43	24.09
23. Vermont	(4)	(4)	19.71	19.71	18.72	13.34	11.22	11.31	11.28
24. Washington	(4)	(4)	30.81	30.73	31.91	32.32	32.72	32.77	32.84
25. Wisconsin	20.40	20.68	20.69	20.83	20.98	21.07	21.15	21.10	21.25
26. Wyoming	33.79	32.98	33.31	33.14	32.92	33.03	33.09	32.94	33.09

[1] Amount paid to recipients from Federal, State, and local funds, administrative expenses excluded.
[2] Includes estimates for Michigan.
[3] Federal funds available; but no payments made for direct assistance for this month.
[4] Not administering aid to the blind under an approved plan this month.
[5] Federal funds available from Feb. 1 through June 30. No request for Federal funds from the State after July 1, 1936.
[6] No payments for aid to the blind for July due to change in accounting procedure.
[7] Estimated.
[8] Preliminary figures subject to revision.
[9] Federal funds available for February only; legislation expired.
[10] Federal funds available from Feb. 1 through June 30; payments suspended July 1, 1936.

TABLE 28.—*Applications for aid to the blind during the period Feb. 1 through June 30, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 203.1*

States	Number of applications for aid to the blind during the period Feb. 1 through June 30, 1936 [1]						
	Pending [2]	Received	Total	Disposed of during the period			Pending June 30, 1936
				Total	Granted	Other disposition	
Total for 19 States reporting completely	5,357	5,875	11,232	8,913	7,126	1,787	2,319
1. Arizona	0	40	40	40	40	0	0
2. Arkansas	173	180	353	197	133	64	156
3. Colorado	14	136	150	77	44	33	73
4. Connecticut	0	211	211	184	183	1	27
5. District of Columbia	0	232	232	51	34	17	181
6. Idaho	0	275	275	271	242	29	4
7. Indiana [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
8. Maine	74	178	252	69	61	8	183
9. Maryland	0	749	749	672	658	14	77
10. Massachusetts	0	75	75	69	50	19	6
11. Nebraska	0	498	498	453	384	69	45
12. New Hampshire	7	59	66	56	49	7	10
13. New Mexico	0	83	83	18	10	8	65
14. North Carolina [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
15. Oregon	0	129	129	52	45	7	77
16. Pennsylvania	4,874	1,915	6,789	5,680	4,374	1,306	1,109
17. Utah	0	293	293	284	226	58	9
18. Vermont	0	126	126	86	86	0	40
19. Washington	69	189	258	125	103	22	133
20. Wisconsin	135	437	572	453	336	117	119
21. Wyoming [4]	11	70	81	76	68	8	5

[1] Figures for each State are limited to those months during which the approved plan was effective.
[2] Number of applications pending on the first of the month in which the approved plan became effective.
[3] Complete report not yet received by the Social Security Board.
[4] Figures do not represent a complete count of applications for the State, including only those applications received in the State department, and excluding those received in the county offices.

TABLE 29.—*Applications for aid to the blind during the period July 1 through Sept. 30, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 203.1*

States	Number of applications for aid to the blind during the period July 1 through Sept. 30, 1936 [1]						
	Pending July 1, 1936	Received	Total	Disposed of during the period			Pending Sept. 30, 1936
				Total	Granted	Other disposition	
Total for 18 States reporting completely	2,313	3,448	5,761	3,711	2,556	1,155	[2] 2,050
1. Arizona	0	95	95	85	74	11	10
2. Arkansas	156	132	288	145	115	30	143
3. California [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
4. Colorado	73	251	324	253	129	124	71
5. District of Columbia	181	19	200	53	39	14	147
6. Idaho	4	65	69	60	43	17	9
7. Indiana [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
8. Maine	183	97	280	100	58	42	180
9. Maryland	77	150	227	111	65	46	116
10. Massachusetts	6	143	149	145	120	25	4
11. Michigan [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
12. Nebraska	45	227	272	231	190	41	41
13. New Hampshire	10	20	30	18	16	2	12
14. New Jersey	26	61	87	19	9	10	68
15. New Mexico	65	120	185	146	113	33	39
16. Ohio [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)
17. Oregon	[4] 77	221	298	211	174	37	87
18. Pennsylvania	1,109	1,377	2,486	1,634	1,149	485	852
19. Utah	9	52	61	46	27	19	15
20. Vermont	40	130	170	169	63	106	1
21. Washington	133	127	260	134	92	42	126
22. Wisconsin	119	161	280	151	80	71	129
23. Wyoming [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)

[1] Figures for each State are limited to those months during which Federal funds were available.
[2] In addition the following States reported applications pending Sept. 30: California, 301, and Wyoming, 10, making a total of 2,361 applications pending in 20 States. These States omitted from this table since other items are incomplete for 3-month period.
[3] Complete reports not yet received by the Social Security Board.
[4] Estimated.

TABLE 30.—*Recipients of aid to dependent children for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 202.6*

States	Number of recipients of aid to dependent children																	
	Third quarter 1935–36				Fourth quarter 1935–36						First quarter 1936–37						Second quarter 1936–37, October	
	February		March		April		May		June		July		August		September			
	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children
Total[1]	25,568	68,638	26,625	67,822	56,689	141,003	60,967	150,803	68,993	173,491	90,345	227,946	93,286	243,149	94,803	247,056	105,143	268,903
1. Alabama	6,107	17,204	4,456	12,409	5,136	14,465	4,959	14,322	4,911	13,949	5,482	15,698	5,672	16,359	5,322	15,734	5,265	15,526
2. Arizona	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	465	1,505	571	1,780	648	2,061	686	2,154	719	2,259
3. Arkansas	[3]	[3]	[3]	[3]	1,265	3,560	1,439	4,051	2,301	6,516	2,560	7,249	2,761	7,820	2,973	8,359	3,293	9,154
4. California	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	9,433	22,121	9,528	22,287	9,293	21,645	9,404	21,965
5. Colorado	[3]	[3]	[3]	[3]	783	2,370	867	2,350	997	2,736	1,445	3,895	1,738	4,708	1,894	5,103	1,996	5,372
6. Delaware	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	375	909	384	935	387	945
7. District of Columbia	1,867	4,678	1,615	4,217	1,583	4,197	1,591	4,232	1,533	4,199	1,559	4,204	1,575	4,224	1,452	3,994	1,378	3,793
8. Idaho	545	1,486	819	2,174	1,125	2,929	1,465	3,654	1,390	3,568	1,430	3,684	1,458	3,790	1,514	3,945	1,532	3,997
9. Indiana	[3]	[3]	[3]	[3]	[2]	[2]	[2]	[2]	[3]	[2]	[2]	[2]	275	798	624	1,814	1,293	3,621
10. Louisiana	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[4] 4,023	[4] 12,093	[4] 4,107	[4] 12,597	[4] 4,240	[4] 13,042	[4] 4,385	[4] 13,352	[4] 4,683	[4] 14,227
11. Maine	996	2,686	1,060	2,885	1,109	3,052	1,166	3,225	1,185	3,308	1,198	3,320	1,205	3,297	1,212	3,299	1,209	3,297
12. Maryland	4,912	14,003	5,271	14,603	5,415	15,009	5,548	15,307	5,494	15,493	5,422	15,227	4,880	13,751	4,868	13,739	4,940	13,993
13. Massachusetts	[3]	[3]	[3]	[3]	4,589	12,705	4,315	11,975	4,378	12,203	4,736	16,558	4,788	16,560	4,817	16,722	[5] 4,850	[5] 17,000
14. Michigan	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[5] 6,500	[5] 15,000	[5] 6,500	[5] 15,000	[6] 6,536	[6] 15,261
15. Mississippi	1,214	3,553	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]
16. Nebraska	[2]	[2]	[2]	[2]	154	415	755	1,931	1,422	3,590	1,818	4,557	2,160	5,420	[8] 2,428	[8] 6,072	[8] 2,623	[8] 6,565
17. New Hampshire	320	950	326	957	325	946	334	972	346	997	345	985	356	1,000	348	975	346	990
18. New Jersey	[3]	[3]	[3]	[3]	9,895	22,716	10,038	22,994	10,094	23,095	10,299	23,590	10,371	23,743	10,378	23,720	[6] 10,497	[6] 24,004
19. New Mexico	[3]	[3]	[3]	[3]	[2]	[2]	[2]	[2]	32	111	54	178	138	446	692	1,940	774	2,171
20. Ohio	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[4] 8,806	[4] 21,000	[4] 8,949	[4] 21,300	[4] 9,120	[4] 21,300	9,108	21,860
21. Oklahoma	[3]	[3]	[3]	[3]	11,599	26,585	14,029	32,031	15,311	34,725	15,632	35,218	[9]	[9]	[9]	[9]	9,655	23,042
22. Pennsylvania	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[5] 10,000	[5] 30,000	[5] 10,000	[5] 30,000	8,566	22,242
23. Utah	[3]	[3]	1,551	4,065	1,826	4,686	1,879	4,844	1,901	4,968	1,864	4,821	1,744	4,572	1,705	4,502	1,710	4,500
24. Vermont	[3]	[3]	264	580	263	579	267	590	291	645	317	707	323	708	339	740	343	746
25. Washington	3,462	7,428	3,584	7,789	3,593	7,895	3,989	8,726	4,370	9,651	4,578	10,115	4,802	10,679	4,999	11,180	5,063	11,346
26. Wisconsin	7,145	16,650	7,409	17,427	7,681	18,006	7,893	18,522	8,047	18,882	8,152	19,117	8,249	19,319	8,305	19,414	8,403	19,598
27. Wyoming	[2]	[2]	270	716	348	888	433	1,077	502	1,257	537	1,325	551	1,356	565	1,418	570	1,429

[1] Includes estimates for Louisiana, Massachusetts, Michigan, Ohio, and Pennsylvania.
[2] Federal funds available; but no payments made for direct assistance for this month.
[3] Not administering aid to dependent children under an approved plan this month.
[4] Estimated by the State.
[5] Estimated.
[6] Preliminary figures subject to revision.
[7] Federal funds available for February only; legislation expired.
[8] Preliminary figures to be revised to include retroactive payments.
[9] Federal funds available from Apr. 1 through July 31; temporarily discontinued Aug. 1, 1936 (revised plan approved and Federal funds made available from Oct. 1, 1936).

TABLE 31.—*Amount paid to recipients of aid to dependent children for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 202.7*

States	Total amount paid to recipients of aid to dependent children [1]								
	Third quarter 1935–36		Fourth quarter 1935–36			First quarter 1936–37			Second quarter 1936–37, October
	February	March	April	May	June	July	August	September	
Total [2]	$602,865	$635,726	$1,331,501	$1,384,541	$1,612,525	$2,138,712	$2,503,273	$2,637,363	$2,782,521
1. Alabama	67,977	24,162	44,219	43,450	43,534	50,847	53,032	55,254	58,339
2. Arizona	(3)	(3)	(3)	(3)	13,012	16,426	19,205	20,153	21,064
3. Arkansas	(4)	(4)	8,096	8,517	16,059	18,050	19,480	21,274	33,368
4. California	(4)	(4)	(4)	(4)	(4)	298,973	270,381	291,788	299,223
5. Colorado	(4)	(4)	20,087	21,930	26,794	41,496	52,235	58,612	61,945
6. Delaware	(4)	(4)	(4)	(4)	(4)	(4)	10,729	11,256	11,396
7. District of Columbia	60,769	57,213	57,858	57,785	57,492	44,803	56,881	62,879	62,563
8. Idaho	14,294	20,654	28,875	37,351	36,056	37,192	38,192	39,742	40,225
9. Indiana	(4)	(4)	(3)	(3)	(3)	(3)	8,838	20,296	40,172
10. Louisiana	(4)	(4)	(4)	(4)	[5] 85,317	[5] 87,934	[5] 94,955	[5] 102,148	[5] 110,836
11. Maine	33,887	36,438	38,945	41,309	42,292	42,576	42,916	43,388	43,581
12. Maryland	130,453	138,325	139,074	136,409	162,059	161,441	142,679	146,246	150,014
13. Massachusetts	(4)	(4)	257,962	240,386	262,147	267,172	268,281	256,988	[6] 263,500
14. Michigan	(4)	(4)	(4)	(4)	(4)	(4)	[6] 155,000	[6] 155,000	[7] 157,874
15. Mississippi	10,802	(8)	(8)	(8)	(8)	(8)	(8)	(8)	(8)
16. Nebraska	(3)	(3)	2,393	14,560	33,037	40,094	48,970	[9] 58,430	[9] 64,347
17. New Hampshire	10,939	11,168	11,196	11,706	12,083	12,015	12,315	12,232	12,398
18. New Jersey	(4)	(4)	261,077	265,408	268,131	274,702	277,862	277,937	[7] 282,630
19. New Mexico	(4)	(4)	(3)	(3)	937	1,609	2,371	20,127	23,021
20. Ohio	(4)	(4)	(4)	(4)	(4)	[5] 175,000	[5] 188,000	[5] 225,000	223,536
21. Oklahoma	(4)	(4)	86,515	112,535	135,351	138,460	(10)	(10)	46,084
22. Pennsylvania	(4)	(4)	(4)	(4)	(4)	(4)	[6] 300,000	[6] 300,000	299,609
23. Utah	(4)	44,921	53,470	54,625	55,270	53,807	50,612	53,432	54,606
24. Vermont	(4)	4,590	4,616	4,652	5,036	5,434	5,608	8,604	5,884
25. Washington	67,671	75,559	81,578	100,151	116,325	123,527	131,910	139,413	142,736
26. Wisconsin	206,073	214,547	225,342	221,442	227,040	231,756	236,732	240,672	256,932
27. Wyoming	(3)	8,149	10,198	12,325	14,553	15,398	16,089	16,492	16,644

[1] Amount paid to recipients from Federal, State, and local funds, administrative expenses excluded.
[2] Includes estimates for Louisiana, Massachusetts, Michigan, Ohio, and Pennsylvania.
[3] Federal funds available; but no payments made for direct assistance for this month.
[4] Not administering aid to dependent children under an approved plan this month.
[5] Estimated by the State.
[6] Estimated.
[7] Preliminary figures subject to revision.
[8] See footnote 7, table 30.
[9] Preliminary figures to be revised to include retroactive payments.
[10] See footnote 9, table 30.

TABLE 32.—*Average payment per recipient of aid to dependent children for each month of the period Feb. 1 through Oct. 31, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 202.8*

States	Average amount paid to recipients of aid to dependent children [1]																	
	Average amount paid per family									Average amount paid per child								
	Third quarter 1935–36		Fourth quarter 1935–36			First quarter 1936–37			Second quarter 1936–37, October	Third quarter 1935–36		Fourth quarter 1935–36			First quarter 1936–37			Second quarter 1936–37, October
	February	March	April	May	June	July	August	September		February	March	April	May	June	July	August	September	
Average for all States reporting [2]	$22.69	$23.88	$23.49	$22.71	$23.37	$23.66	$26.83	$27.82	$26.46	$8.78	$9.37	$9.44	$9.18	$9.29	$9.38	$10.30	$10.68	$10.35
Average for 8 States making payments each month	23.35	23.56	24.15	24.11	25.55	25.00	25.34	26.40	27.25	9.10	9.25	9.43	9.42	9.95	9.73	9.87	10.24	10.57
1. Alabama	11.13	5.42	8.61	8.76	8.86	9.28	9.35	10.38	11.08	3.95	1.95	3.06	3.03	3.12	3.24	3.24	3.51	3.76
2. Arizona	(3)	(3)	(3)	(3)	27.98	28.77	29.64	31.38	29.30	(3)	(3)	(3)	(3)	8.65	9.23	9.32	10.00	9.32
3. Arkansas	(4)	(4)	6.40	5.92	6.98	7.05	7.06	7.16	10.13	(4)	(4)	2.27	2.10	2.46	2.49	2.49	2.55	3.64
4. California	(4)	(4)	(4)	(4)	(4)	31.69	28.38	31.40	31.82	(4)	(4)	(4)	(4)	(4)	13.52	12.13	13.48	13.62
5. Colorado	(4)	(4)	25.65	25.29	26.87	28.72	30.05	30.95	31.03	(4)	(4)	8.48	9.33	9.79	10.65	11.09	11.49	11.53
6. Delaware	(4)	(4)	(4)	(4)	(4)	(4)	28.61	29.31	29.45	(4)	(4)	(4)	(4)	(4)	(4)	11.80	12.04	12.06
7. District of Columbia	32.55	35.43	36.55	36.32	37.50	28.74	36.11	43.31	45.40	12.99	13.57	13.79	13.65	13.69	10.66	13.47	15.74	16.49
8. Idaho	26.23	25.22	25.67	25.50	25.94	26.01	26.19	26.25	26.26	9.62	9.50	9.86	10.22	10.11	10.10	10.08	10.07	10.06
9. Indiana	(4)	(4)	(3)	(3)	(3)	(3)	32.14	32.53	31.07	(4)	(4)	(3)	(3)	(3)	(3)	11.08	11.19	11.09
10. Louisiana	(4)	(4)	(4)	(4)	[5] 21.21	[5] 21.41	[5] 22.40	[5] 23.29	[5] 23.67	(4)	(4)	(4)	(4)	[5] 7.06	[5] 6.98	[5] 7.28	[5] 7.65	[5] 7.79
11. Maine	34.02	34.38	35.12	35.43	35.69	35.54	35.61	35.80	36.05	12.62	12.63	12.76	12.81	12.78	12.82	13.02	13.15	13.22
12. Maryland	26.56	26.24	25.68	24.59	29.50	29.78	29.24	30.04	30.37	9.32	9.47	9.27	8.91	10.46	10.60	10.38	10.64	10.72
13. Massachusetts	(4)	(4)	56.21	55.71	59.88	56.41	56.03	53.35	[8] 54.33	(4)	(4)	20.30	20.07	21.48	16.13	16.20	15.39	[6] 15.50
14. Michigan	(4)	(4)	(4)	(4)	(4)	(4)	[6] 23.85	[6] 23.85	[7] 24.15	(4)	(4)	(4)	(4)	(4)	(4)	[6] 10.33	[6] 10.33	[7] 10.34
15. Mississippi	8.90	(8)	(8)	(8)	(8)	(8)	(8)	(8)	(8)	3.04	(8)	(8)	(8)	(8)	(8)	(8)	(8)	(8)
16. Nebraska	(3)	(3)	15.54	19.28	23.23	22.05	22.67	[9] 24.07	[9] 24.53	(3)	(3)	5.77	7.54	9.20	8.80	9.04	[9] 9.62	[9] 9.80
17. New Hampshire	34.18	34.26	34.45	35.05	34.92	34.83	34.59	35.15	35.83	11.51	11.67	11.84	12.04	12.12	12.20	12.32	12.55	12.52
18. New Jersey	(4)	(4)	26.38	26.44	26.56	26.44	26.79	26.78	[7] 26.92	(4)	(4)	11.49	11.54	11.61	11.61	11.70	11.72	[7] 11.77
19. New Mexico	(4)	(4)	(3)	(3)	29.28	29.79	17.18	29.09	29.74	(4)	(4)	(3)	(3)	8.44	9.04	5.32	10.37	10.60
20. Ohio	(4)	(4)	(4)	(4)	(4)	[5] 19.87	[5] 21.01	[5] 24.67	24.54	(4)	(4)	(4)	(4)	(4)	[5] 8.33	[5] 8.83	[5] 10.56	10.22
21. Oklahoma	(4)	(4)	7.46	8.02	8.84	8.87	(10)	(10)	4.77	(4)	(4)	3.25	3.51	3.90	3.93	(10)	(10)	2.00
22. Pennsylvania	(4)	(4)	(4)	(4)	(4)	(4)	[6] 30.00	[6] 30.00	34.98	(4)	(4)	(4)	(4)	(4)	(4)	[8] 10.00	[6] 10.00	13.47
23. Utah	(4)	28.96	29.28	29.07	29.07	28.87	29.02	31.34	31.93	(4)	11.65	11.41	11.28	11.13	11.16	11.07	11.87	12.13
24. Vermont	(4)	17.39	17.55	17.42	17.30	17.14	17.36	25.38	17.15	(4)	7.91	7.97	7.88	7.81	7.69	7.92	11.63	7.89

25. Washington	19.55	21.08	22.70	25.11	26.62	26.98	27.47	27.89	28.19	9.11	9.70	10.33	11.48	12.05	12.21	12.35	12.47	12.58						
26. Wisconsin	28.84	28.96	29.34	28.06	28.21	28.43	28.70	28.93	30.58	12.38	12.31	12.51	11.96	12.02	12.12	12.25	12.40	13.11						
27. Wyoming	(2)	30.18	29.30	28.46	28.99	28.67	29.20	29.19	29.20	(3)	11.33	11.43	11.44	11.58	11.62	11.87	11.63	11.66						

[1] Amount paid to recipients from Federal, State, and local funds, administrative expenses excluded.
[2] Includes estimates for Louisiana, Massachusetts, Michigan, Ohio, and Pennsylvania.
[3] Federal funds available; but no payments made for direct assistance for this month.
[4] Not administering aid to dependent children under an approved plan this month.
[5] Estimated by the State.
[6] Estimated.
[7] Preliminary figures subject to revision.
[8] Federal funds available for February only; legislation expired.
[9] Preliminary figures to be revised to include retroactive grants.
[10] Federal funds available from Apr. 1 through July 31; temporarily discontinued Aug. 1, 1936. (Revised plan approved, and Federal funds made available from Oct. 1, 1936.)

TABLE 33.—*Applications for aid to dependent children during the period Feb. 1 through June 30, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 202.1*

States	Pending [2]		Number of applications for aid to dependent children during the period Feb. 1 through June 30, 1936 [1]										Pending June 30, 1936	
			Received		Total		Disposed of during the period							
							Total		Granted		Other disposition			
	Families	Children under 16	Families	Children under 16	Families	Children under 16	Families	Children under 16	Families	Children under 16	Families	Children under 16	Families	Children under 16
Total for 17 States reporting completely	2,415	6,995	52,402	130,049	54,817	137,044	48,985	121,559	43,801	108,301	5,184	13,258	5,832	15,485
1. Alabama	833	2,525	4,797	13,510	5,630	16,035	4,148	12,018	2,321	6,811	1,827	5,207	1,482	4,017
2. Arizona	0	0	465	1,505	465	1,505	465	1,505	465	1,505	0	0	0	0
3. Arkansas	271	959	2,114	6,146	2,385	7,105	1,966	5,757	1,746	5,104	220	653	419	1,348
4. Colorado	58	136	950	2,655	1,008	2,791	499	1,362	363	1,003	136	359	509	1,429
5. District of Columbia	40	127	2,082	5,263	2,122	5,390	2,081	5,224	2,054	5,144	27	80	41	166
6. Idaho	0	0	2,208	5,398	2,208	5,398	2,128	5,218	1,750	4,372	378	846	80	180
7. Indiana [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
8. Louisiana [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
9. Maine	543	1,691	323	1,058	866	2,749	478	1,534	301	1,004	177	530	388	1,215
10. Maryland	30	75	6,368	17,723	6,398	17,798	5,771	16,187	5,445	15,341	326	846	627	1,611
11. Massachusetts [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
12. Mississippi [4]	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)
13. Nebraska	0	0	2,977	7,435	2,977	7,435	2,183	5,399	1,854	4,683	329	716	794	2,036
14. New Hampshire	108	301	100	252	208	553	148	388	80	258	68	130	60	165
15. New Jersey [3]	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
16. New Mexico	0	0	237	658	237	658	52	158	32	111	20	47	185	500
17. Oklahoma	0	0	18,027	41,296	18,027	41,296	17,855	40,895	17,485	39,862	370	1,033	172	401
18. Utah	0	0	2,664	6,673	2,664	6,673	2,557	6,428	2,248	5,767	309	661	107	245
19. Vermont	50	143	41	106	91	249	69	188	52	125	17	63	22	61
20. Washington	0	0	5,784	12,719	5,784	12,719	5,533	12,185	5,250	11,475	283	710	251	534
21. Wisconsin	482	1,038	2,684	6,223	3,166	7,261	2,503	5,743	1,836	4,431	667	1,312	663	1,518
22. Wyoming [5]	0	0	581	1,429	581	1,429	549	1,370	519	1,305	30	65	32	59

[1] Figures for each State are limited to those months during which the approved plan was effective.
[2] Number of applications pending on the first of the month in which the approved plan became effective.
[3] Complete reports not yet received by the Social Security Board.
[4] Plan effective for February only; approval withdrawn Mar. 1, 1936.
[5] Figures do not represent a complete count of applications for the State, including only those applications received in the State department, and excluding those received in the county offices.

TABLE 34.—*Applications for aid to dependent children during the period July 1 through Sept. 30, 1936, in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to Nov. 25, 1936) P. A. S. table 202.1*

States	Number of applications for aid to dependent children during the period July 1 to Sept. 30, 1936 [1]													
	Pending [2]		Received		Total		Disposed of during the period						Pending Sept. 30, 1936	
							Total		Granted		Other disposition			
	Families	Children under 16	Families	Children under 16	Families	Children under 16	Families	Children under 16	Families	Children under 16	Families	Children under 16	Families	Children under 16
Total for 18 States reporting completely	7,750	19,692	25,451	60,983	33,201	80,675	18,391	46,316	12,219	32,070	6,172	14,246	[3] 14,810	[3] 34,359
1. Alabama	1,482	4,017	2,627	7,463	4,109	11,480	2,760	7,940	1,568	4,739	1,192	3,201	1,349	3,540
2. Arizona	0	0	470	1,439	470	1,439	403	1,214	314	952	89	262	67	225
3. Arkansas	419	1,348	1,680	4,504	2,099	5,852	1,600	4,336	1,330	3,646	270	690	499	1,516
4. California [4]	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)
5. Colorado	509	1,429	1,263	3,289	1,772	4,718	1,377	3,744	1,065	2,868	312	876	395	974
6. Delaware [5]	221	508	37	114	258	622	89	233	43	129	46	104	169	389
7. District of Columbia	41	166	297	774	338	940	285	759	274	735	11	24	53	181
8. Idaho	80	180	387	916	467	1,096	420	1,008	298	759	122	249	47	88
9. Indiana [4]	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)
10. Louisiana [4]	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)
11. Maine	388	1,215	167	501	555	1,716	174	549	96	297	78	252	381	1,167
12. Maryland	627	1,611	1,819	4,513	2,446	6,124	2,115	5,220	714	2,063	1,401	3,157	331	904
13. Massachusetts [4]	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)
14. Michigan [6]	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)
15. Nebraska	794	2,036	1,252	2,791	2,046	4,827	1,225	2,997	1,002	2,446	223	551	821	1,830
16. New Hampshire	60	165	33	89	93	254	49	128	26	68	23	60	44	126
17. New Jersey	1,729	3,758	1,072	2,535	2,801	6,293	754	1,796	541	1,373	213	423	2,047	4,497
18. New Mexico	185	500	801	2,357	986	2,857	807	2,229	662	1,838	145	391	179	628
19. Ohio [4]	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)
20. Oklahoma [7]	172	401	10,544	22,858	10,716	23,259	3,303	7,212	1,956	4,687	1,347	2,525	7,413	16,047
21. Pennsylvania [8]	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)
22. Utah	107	245	299	741	406	986	317	752	224	584	93	168	89	234
23. Vermont	22	61	62	131	84	192	60	137	44	93	16	44	24	55
24. Washington	251	534	1,451	3,312	1,702	3,846	1,431	3,231	1,258	2,878	173	353	271	615
25. Wisconsin	663	1,518	1,190	2,656	1,853	4,174	1,222	2,831	804	1,915	418	916	631	1,343
26. Wyoming [4]	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)

[1] Figures for each State are limited to those months for which Federal funds were available.
[2] Number of applications pending on the first of the first month for which Federal funds were available.
[3] In addition the following States reported applications pending Sept. 30: California, 428 families, 2,001 children; Louisiana (estimated) 1,081 families, 2,731 children, and Wyoming 73 families, 651 children, making a total of 16,792 families, 39,242 children for 21 States. These States omitted from this table since other items are incomplete.
[4] Complete reports not yet received by the Social Security Board.
[5] First Federal funds available Aug. 1, 1936.
[6] First Federal funds available Aug. 27, 1936.
[7] Federal funds available through July 31 only, applications received during August and September are included in this table because Federal funds under revised plan became available Oct. 1, 1936.
[8] First Federal funds available Aug. 7, 1936.

APPENDIX VI

PUBLICATIONS OF THE SOCIAL SECURITY BOARD

GENERAL

A Brief Explanation of the Social Security Act. Informational Service Circular No. 1. November 1936. 15 pp.

Social Security—What and Why? Informational Service Circular No. 7. August 1936. 18 pp.

Text of radio broadcast by the directors of the Bureau of Unemployment Compensation, the Bureau of Public Assistance, the Bureau of Federal Old-Age Benefits, and the Informational Service.

The Social Security Act; Who Gets the Benefits? Informational Service Circular No. 10. November 1936. 4 pp. Illustrated.

Summary of Provisions of the Social Security Act Relating to Federal Grants to States for Public-Welfare Purposes. 1936. 1 p.

Index to Social Security Act. 1936. 3 pp.

PUBLIC ASSISTANCE

Public Assistance Under the Social Security Act for the Needy Aged, the Needy Blind, and Dependent Children. Informational Service Circular No. 8. November 1936. 16 pp.

A pamphlet giving a simple explanation of the program for Federal-State aid to the needy aged, the needy blind, and dependent children.

Federal-State Cooperation for Social Security; Status of Public-Assistance Legislation in the States as of November 20, 1936. 5 pp., including 3 maps.

OLD-AGE ASSISTANCE

Characteristics of State Plans for Old-Age Assistance Approved by the Federal Social Security Board as of November 2, 1936. 11 double pp.

Tabular analysis prepared by the Bureau of Public Assistance showing, by States, eligibility requirements, amount of assistance, administration, sources of funds, and provisions of operation of every approved old-age assistance plan.

Federal Grants to States for Old-Age Assistance. 1936. 1 p.

A digest of the procedure for Federal grants to States for old-age assistance.

Explanation of Provisions of the Social Security Act Relating to Old-Age Assistance. 1936. 1 p.

AID TO THE BLIND

Characteristics of State Plans for Aid to the Blind Approved by the Federal Social Security Board as of November 2, 1936. 7 double pp.

Tabular analysis prepared by the Bureau of Public Assistance showing, by States, eligibility requirements, amount of assistance, administration, sources of funds, and provisions of operation of approved plans for aid to the blind.

Federal Grants to States for Aid to the Blind. 1936. 1 p.

A digest of the procedure for Federal grants to States for aid to the blind.

Explanation of the Provisions of the Social Security Act Relating to Aid to the Blind. 1936. 1 p.

AID TO DEPENDENT CHILDREN

Characteristics of State Plans for Aid to Dependent Children Approved by the Federal Social Security Board as of November 2, 1936. 7 double pp.

Tabular analysis prepared by the Bureau of Public Assistance showing, by States, eligibility requirements, amount of assistance, administration, sources of funds, and provisions of operation of approved plans for aid to dependent children.

Aid to Dependent Children Under the Social Security Act. Informational Service Circular No. 6. November 1936. 15 pp.

A pamphlet giving a simple explanation of the program for Federal-State cooperation in aiding dependent children in their own homes.

Federal Grants to States for Aid to Dependent Children (Mothers' Aid). 1936. 1 p.

A digest of the procedure for Federal grants to States for aid to dependent children.

Explanation of the Provisions of the Social Security Act Relating to Aid to Dependent Children. 1936. 1 p.

A brief digest of the provisions of the act dealing with aid to dependent children.

UNEMPLOYMENT COMPENSATION

Analysis of State Unemployment Compensation Laws as of November 15, 1936. Unemployment Compensation Circular No. 2. December 1936. 13 pp.

Tables showing, by States, important features of individual State unemployment compensation laws.

What You Should Know About Unemployment Compensation. Some Questions and Answers Concerning the Unemployment Compensation Provisions of the Social Security Act and State Unemployment Compensation Laws. Informational Service Circular No. 2. November 1936. i, 36 pp.

The Federal-State Program for Unemployment Compensation. Informational Service Circular No. 5. November 1936. 15 pp.

A summary of the unemployment compensation provisions of the Social Security Act and a discussion of various phases of unemployment compensation, including the major issues in State legislation.

Draft Bills for State Unemployment Compensation of Pooled Fund and Employer Reserve Account Types. September 1936. ix, 150 pp.

Preface says: "These drafts are merely suggestive and are intended to present some of the various alternatives that may be considered in the drafting of State unemployment compensation acts. Therefore, they cannot properly be termed 'model' bills or even 'recommended' bills."

Actuarial Factors in State Unemployment Compensation Plans. January 1936. 15 pp.

A compilation of factual data, based upon standards of the suggested unemployment compensation bills, prepared as an aid to the States in drafting unemployment compensation legislation.

Summary of Provisions of the Federal Social Security Act Relating to Unemployment Compensation. 1936. 1 p.

FEDERAL OLD-AGE BENEFITS

Federal Old-Age Benefits. Some Questions and Answers Concerning the Old-Age Benefits Provisions of the Social Security Act. Informational Service Circular No. 3. November 1936. i, 18 pp.

A pamphlet consisting of 75 frequently recurring questions concerning Federal old-age benefits answered by the Bureau of Federal Old-Age Benefits of the Social Security Board.

Federal Old-Age Benefits Established by the Social Security Act. Informational Service Circular No. 4. November 1936. 19 pp.

A pamphlet explaining the old-age benefits provisions of the Social Security Act, including the text of these provsions.

Security in Your Old Age. Informational Service Circular No. 9. November 1936. 4 pp. (fold.)

A leaflet addressed to employees of industrial and business establishments, explaining the Federal old-age benefits of the Social Security Act.

Summary of Provisions of the Federal Social Security Act Relating to Federal Old-Age Benefits. 1936. 1 p.

STATISTICAL REPORTS

(Prepared by the Bureau of Research and Statistics of the Social Security Board)

Public Assistance: Monthly Statistics for the United States. Began publication February 1936. 4 pp.

Tables and charts on public-assistance statistics as reported by States.

Public Assistance: Quarterly Review of Statistics for the United States. Began publication March 1936. About 25 pp.

A quarterly review of the monthly bulletin with analysis of plans and reports submitted by States. The quarterly review also summarizes changes in different types of public and private relief in selected urban areas.

Supplement to Quarterly Review of Public Assistance Statistics for the United States. Began publication March 1936. About 16 pp.

Quarterly public-assistance statistics by States and counties.

Changes During [Month] in Different Types of Public and Private Relief in Urban Areas. About 10 pp.

Monthly statistics, in table and chart form, on public and private relief expenditures in selected urban areas. Responsibility for publication of this bulletin, first published in January 1932 by the Children's Bureau of the Department of Labor, was transferred July 1, 1936, to the Social Security Board.

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U. S. Bureau of Internal Revenue: *Regulations 90 Relating to the Excise Tax on Employers Under Title IX of the Social Security Act.* 1936. 66 pp.

U. S. Bureau of Internal Revenue: *Regulations 91 Relating to the Employees' Tax and the Employers' Tax Under Title VIII of the Social Security Act.* Appendix contains: Treasury Decision 4704; Identification of Taxpayers Under Title VIII of the Social Security Act.—Assignment of Identification Numbers to Employers and Account Numbers to Employees. 1936. 54 pp.

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INFORMATION

Information concerning the several sections of the Social Security Act may be obtained from the following Government agencies:

Old-age assistance, aid to dependent children, and aid to the blind; unemployment compensation; old-age benefits; titles I, II, III, IV, VII, IX, X, of the Social Security Act—Informational Service, Social Security Board, Washington, D. C.

Maternal and child-health services, services for crippled children, and child-welfare services; title V of the Social Security Act—Children's Bureau, Department of Labor, Washington, D. C.

Public-health work; title VI of the Social Security Act—Bureau of Public Health Service, Department of the Treasury, Washington, D. C.

Vocational rehabilitation; title V, part 4, of the Social Security Act—Office of Education, Department of the Interior, Washington, D. C.

All taxes levied under the Social Security Act; titles VIII and IX—Bureau of Internal Revenue, Department of the Treasury, Washington, D. C.

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SECOND ANNUAL REPORT OF THE SOCIAL SECURITY BOARD, 1937



AMERICAN FOUNDATION
FOR THE BLIND INC.

SECOND ANNUAL REPORT OF THE SOCIAL SECURITY BOARD

FISCAL YEAR ENDED JUNE 30

1937

WITH SUPPLEMENTARY DATA FOR

JULY 1, 1937 TO OCTOBER 31, 1937

United States Government Printing Office · Washington · 1937

For sale by the Superintendent of Documents, Washington, D. C. - - Price 30 cents

THE SOCIAL SECURITY BOARD

ARTHUR J. ALTMEYER, *Chairman*

GEORGE E. BIGGE — MARY W. DEWSON

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*

See page 205 for sources of information on the Social Security Act

HD 7123
U
1937

Letter of Transmittal

SOCIAL SECURITY BOARD,
Washington, D. C., November 1, 1937.

To the Congress of the United States:

In accordance with section 704 of the Social Security Act, I have the honor to submit the second annual report of the Social Security Board, for the fiscal year ended June 30, 1937, with a statement giving supplementary data on major activities to the present date.

Respectfully submitted.

ARTHUR J. ALTMEYER, *Chairman.*

. . . Needs that were narrow or parochial a century ago may be interwoven in our day with the well-being of the nation. . . .

—*Helvering* v. *Davis*, 301 U. S. 619

✦

From the Supreme Court opinion affirming the constitutionality of titles II and VIII of the Social Security Act, May 24, 1937, written by Mr. Justice Cardozo

Foreword

THE fiscal year ended June 30, 1937, was notable in two ways for the work of the Social Security Board. The decisions of the Supreme Court and the record of support evidenced by legislation and public interest left no room for doubt as to the place of social security in the law of the Nation and the hopes of its people. At the same time, in both the States and the Federal Government, the process of organization was proceeding steadily, bringing into actual operation one after another of the provisions of the act.

It would be impossible to make a count of the individuals whose well-being and peace of mind have been promoted by the Social Security Act. Such a number includes the millions who are now participating directly in the social security program—both those who are receiving funds or services provided under the act, and the still larger number who know, as they work, that they are building up safeguards for the future. It is probable that the households directly concerned with one or another of these provisions constitute a majority of the households of the American people. To the extent that the legislation is serving to stabilize family incomes, to safeguard capacity to earn, and to conserve the morale and integrity of family life in this large share of the population, it is serving also the well-being of the whole Nation.

It is the conviction of the Board, based on these two years' experience, that the Social Security Act has justified the designation made by President Roosevelt as "a law that will take care of human needs and at the same time provide for the United States an economic structure of vastly greater soundness." The President also described the act as "a cornerstone in a structure which is being built but is by no means complete." The intention of the Congress to continue the erection of that structure is implicit in this legislation in that the Board is charged with the duty of studying and recommending further steps to promote economic security.

The Board has conducted its administration with a realization of a twofold obligation, the obligation to meet the test of day-to-day operation, and at the same time to work toward improvement. These obligations are complementary, since in large part the activities

undertaken in the past two years are breaking new ground and in themselves are providing the experience on which future progress will be based. Neither the purposes nor the principles of the Social Security Act are new to the American people. Many of its methods, however, are new to this country and probably have never been put into use in any country so rapidly and on so large a scale.

The Social Security Act has reinforced programs for public welfare, with which there had been considerable experience in the States. It has inaugurated two forms of social insurance, in which, save for workmen's compensation, there was no previous experience in this country. The evidence of these past two years indicates that these approaches to social security are compatible with American ideals and that they are practical. The legislative document has been translated into a working reality. It is the conviction of the Board that as rapidly as experience warrants, protection against risks of unemployment and old-age dependency should be extended to groups of the population who, for administrative reasons, are not included at the present time. It also is the belief of the Board that study should be continued of the feasibility of protection against additional types of risks to economic security. The complexities of problems of security in a people of 130,000,000 are not to be gainsaid. At the same time, the progress made by the coordinated action of the States and the Federal Government gives ground for assurance that solutions will be found. The act has enabled the American people and their government to take immediate and practical steps toward developing an effective social security program. It has met urgent present needs and has built a foundation for the future.

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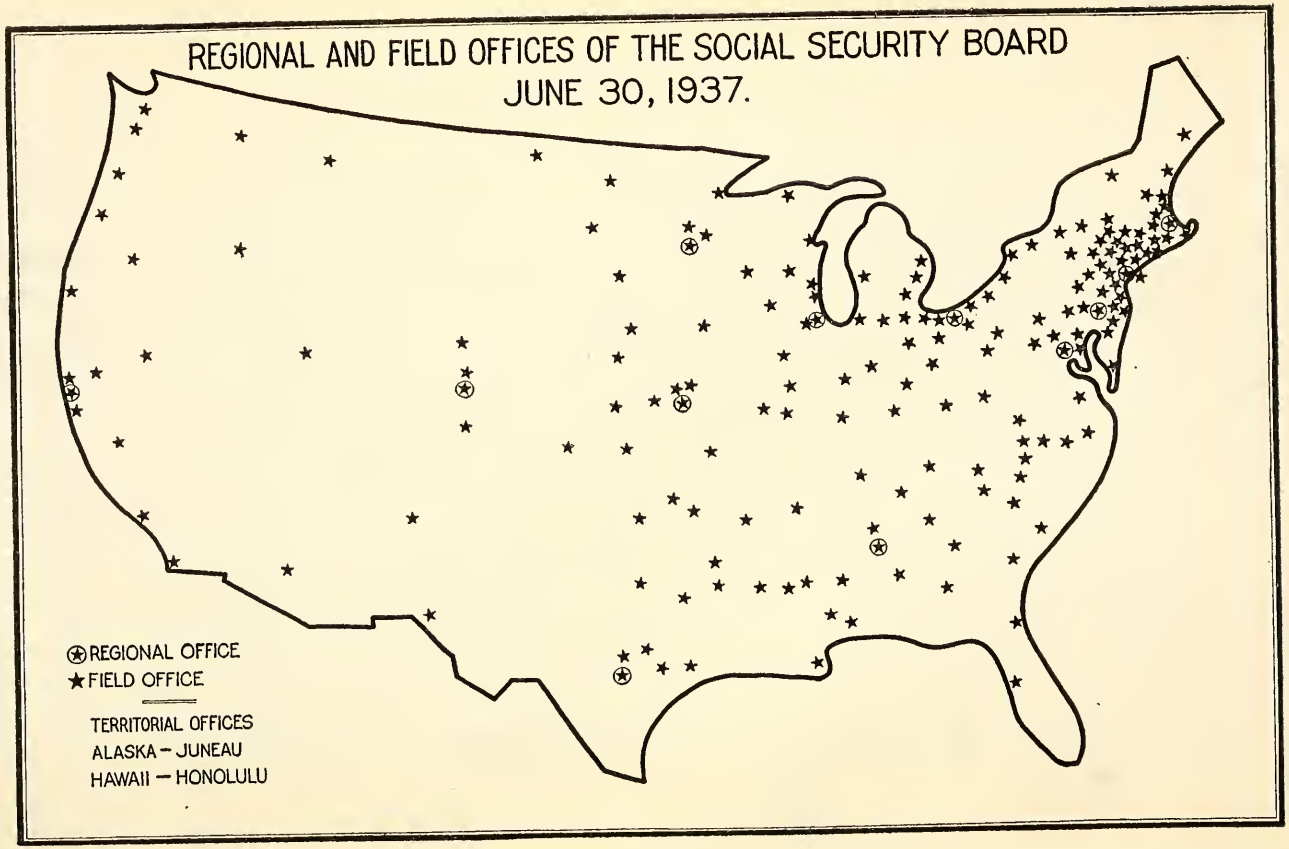
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JUNE 30, 1937.
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FIELD OFFICE
TERRITORIAL OFFICES
ALASKA – JUNEAU
HAWAII – HONOLULU

• I •

The Second Year

THE close of the second fiscal year's operations under the Social Security Act marked broad advances on all the fronts of economic security, health, and welfare designated in the act by Congress. The act became law on August 14, 1935; funds for its administration have been available since February 11, 1936. On June 30, 1937, therefore, not quite twenty-three months had elapsed since the enactment of the law, and some seventeen months since means were provided to implement it. Within this brief period, the Federal Government and the States in cooperation have painstakingly explored a vast area of governmental activity which the act defines. Under each of the ten programs designated in the act, substantial progress has been made in bringing directly to those concerned the service or funds authorized by Congress to promote security in the United States.

In his message to Congress on June 8, 1934, President Roosevelt declared: "Security was attained in the earlier days through the interdependence of members of families upon each other and of the families within a small community upon each other. The complexities of great communities and of organized industry make less real these simple means of security. Therefore, we are compelled to employ the active interest of the Nation as a whole through government in order to encourage a greater security for each individual who composes it . . ." Throughout these early months of operation, the task of the Social Security Board and other governmental agencies has been to translate into performance the program toward such a goal laid down in the Social Security Act by Congress. Under the act, the specific charge is to build a foundation of national security in which are incorporated elements of government long tested in this country and elements derived from the need to restate long-accepted goals of government in terms of the Nation's present-day industrial development. The efforts of the Board have been directed both toward helping to consolidate and extend measures to alleviate the older forms of insecurity and toward helping to erect, in collaboration with

the States, with industry, and with workers, a bulwark against forms of insecurity which are peculiarly a development of contemporary life.

PROGRESS BY THE END OF THE SECOND YEAR

Certain titles of the Social Security Act authorized the development or extension of activities in which the States and the Federal Government had already acquired considerable experience. In this group are the programs of Federal-State cooperation for public assistance to the needy aged, blind, and dependent children; for services for public health, maternal and child health and welfare, and crippled children; and for vocational rehabilitation. In each of these the Federal Government is empowered, under specific conditions, to make grants to the States. Because of previous experience, these are the titles under which the most rapid advances, in terms of direct aid to individuals, were reported for the five months comprised in the first fiscal year. In the second year those advances have been continued.

In contrast, two major programs of the act represented areas almost wholly unexplored by government in the United States. These are the measures in which, on the basis of social insurance, provision is made to assure a definite income in old age and in periods of involuntary unemployment to workers in certain fields. Here also, by the end of this second fiscal year, the framework for action has been established throughout the length and breadth of the United States, and a start has been made in the actual payment of old-age benefits and unemployment compensation.

The Social Security Board is responsible for administration of the titles of the act under which are established the Federal program of old-age insurance, the Federal-State program of unemployment compensation, and the Federal-State programs of assistance to the needy aged, blind, and dependent children. By June 30, 1937, two or more of these five programs had been inaugurated in each of the 48 States and in the three other eligible jurisdictions, Alaska, Hawaii, and the District of Columbia.

Under the old-age insurance plan, the only program of the act administered wholly by the Federal Government, more than 30,000,000 applications for account numbers had been received from individuals in every part of the country. First payable January 1, 1937, lump-sum benefits or death payments had been certified by the Board for workers or their survivors or estates in the 48 States and the District of Columbia. A vast system had been established to record individual wages on which will be computed the monthly retirement benefits payable starting January 1, 1942. Field offices had been opened

throughout the country to provide direct service to the public concerned with this program. A balance of $267,202,183.85 in the old-age reserve account was reported by the Treasury Department; from this account claims for benefits are met, as specified in the act, when certified by the Social Security Board for payment.

For unemployment compensation also, the initial step had been taken throughout the country. By June 30, 1937, all the States, the District of Columbia, Alaska, and Hawaii had enacted laws to pay out-of-work benefits to qualified workers. When such laws have been approved by the Board, the necessary costs of administration may be borne by the Federal Government. All but two of these laws, which were enacted in the last weeks of the fiscal year, had been approved by the Social Security Board by June 30, 1937,[1] and grants had been certified for the administration of 47.

Plans had been approved for one or more public-assistance programs in 44 States, the District of Columbia, Alaska, and Hawaii by the end of the second fiscal year. For these programs Federal funds are granted in specified ratios to State or State and local funds when the plan has been approved by the Social Security Board. In all, 115 such plans had been approved by the Board: 47 for old-age assistance; 33 for aid to the needy blind; and 35 for aid to dependent children. Under these programs, at least 2,000,000 households were benefiting directly from aid provided, because of their need, by their State and National Governments.

Programs of the act administered by Federal agencies other than the Social Security Board also were in effect on a substantially Nation-wide scale. Fifty-one programs for services for maternal and child health, 45 for child welfare, and 45 for crippled children had been approved by the Children's Bureau of the Department of Labor for States and other jurisdictions. In all 51 jurisdictions, public-health services had been extended and developed through grants of Federal funds administered by the United States Public Health Service of the Treasury Department. In 46 States and Hawaii, services for vocational rehabilitation had been extended by Federal grants, administered by the Office of Education of the Department of the Interior; for this type of service the District of Columbia and Puerto Rico receive Federal funds under other legislation.

ACTIVITIES OF THE BOARD, FISCAL YEAR 1936–37

During the twelve months of the fiscal year 1936–37 progress was made under each of the programs administered by the Social Security

[1] The two remaining laws, those of Illinois and Missouri, were approved in July 1937.

Board, both in the development of administrative organization and in increase of the numbers of persons whose present or future security was being directly promoted.

Substantially all the present development of the program of Federal old-age insurance occurred within this period, including the opening of 175 field offices. Applications for employees' social security account numbers and employers' identification numbers were received by the Board starting in November 1936. Because of the magnitude of the task of receiving the applications of the millions of workers and employers associated with employment covered by this provision of the act, a plan of cooperation was worked out with the officials of the Post Office Department under which the 45,000 post offices in every part of the country were utilized. The splendid assistance extended by the Post Office Department made it unnecessary for the Board to duplicate existing governmental facilities to conduct this large initial enumeration.

When handling of applications was taken over fully by the field offices of the Board at the close of the fiscal year, the great majority of persons now associated with covered employment had taken this first step toward participation in the program. Applications will continue to be filed by young workers entering jobs for the first time and by workers who shift from other types of work to those covered by this provision of the act. Simultaneously with the receipt of applications, the wage-record system had been established by the Board, ready to enter wages reported by employers on behalf of the workers who are acquiring rights to benefits. The first information returns filed by employers cover wages paid during the period January 1 to June 30, 1937.

Another historic event was recorded during this twelve-month period when, on August 17, 1936, an unemployed worker in Madison, Wisconsin, received the first unemployment compensation paid under a State law. Until January 1938, Wisconsin will be the only State in which unemployment benefits are payable. During the fiscal year 1936–37 there was, however, a rapidly increasing volume of employment in which workers were acquiring rights to benefits in the event of unemployment after some future date indicated in the laws of their States. As one State after another enacted legislation of this type, the estimated number of workers in jobs covered by State unemployment compensation laws increased from approximately 6,065,000 workers in June 1936 to nearly 21,000,000 in June 1937. Within this year, unemployment compensation laws were enacted by 36 States, and Alaska and Hawaii. By January 1938, benefits to qualified unemployed workers will be payable in 22 States and the District

of Columbia. Benefits are to be payable in all jurisdictions by July 1939. By June 30, 1937, a backlog of $313,602,561.52, representing deposits from 35 States and the District of Columbia plus accumulated interest, stood to the credit of State unemployment compensation agencies in the unemployment trust fund in the Treasury. As benefits become payable, States make withdrawals from their accounts in the fund to meet their obligations toward unemployed workers. By June 30, 1937, Wisconsin had withdrawn $1,000,000 for this purpose.

During the fiscal year, development of public assistance to the needy aged, blind, and dependent children included both the inauguration of one or more of these programs in States where no similar aid had been available on a State-wide basis and the widespread extension of services previously given. Within the fiscal year, 40 new plans for public assistance were approved by the Social Security Board, of which 13 were for old-age assistance, 12 for the blind, and 15 for dependent children. In June 1937, the number of recipients of old-age assistance and of aid to the blind was more than double that reported for the same month of the preceding year. The number of dependent children for whom aid was provided was nearly 2½ times that reported for June 1936. Payments from Federal, State, and local funds to the needy men, women, and children aided under these three programs increased from $11,711,688 in June 1936 to $30,578,067 in June 1937. Reports from the States, detailed elsewhere in these pages, suggest in stark outline the peculiarly helpless circumstances of those to whom these payments are going, supplementing whatever may be available to a person or a family from other sources. Under the public-assistance programs, the Federal Government and the States are making orderly permanent provision to mitigate the poverty of the aged and handicapped, and, it may be hoped, to prevent future dependency by aid to children.

ADMINISTRATIVE ORGANIZATION OF THE BOARD

On August 23, 1935, the Senate ratified the appointment of members of the Social Security Board as follows: John G. Winant of New Hampshire, to serve for six years; Arthur J. Altmeyer of Wisconsin, for four years; and Vincent M. Miles of Arkansas, for two years. John G. Winant was designated by the President as Chairman. Mr. Winant resigned on September 30, 1936, in order to be free to defend the social security program during the election campaign. At the request of the President, he consented to assume the office subsequently for a brief period ending February 19, 1937, during which activities of the Board were developing rapidly. On that date,

Arthur J. Altmeyer was designated Chairman of the Board. Appointment of a third member was not made before the end of the fiscal year.[2]

Members of the Board devote their major attention to the formulation of policies and to the determination of organization and procedure. Among the functions for which the Board is responsible are: promulgation of rules and procedures concerning the public-assistance, unemployment compensation, and old-age insurance provisions of the Social Security Act; approval of State public-assistance plans and unemployment compensation laws which conform to the act; certification of grants to States; certification of old-age insurance claims; determination of taxpayers' eligibility to credits in contributions with respect to employment; study of methods of providing social security. Responsibility for administrative and executive action has been assigned to an Executive Director, a position held by Frank Bane of Virginia.

The administrative organization of the Board remains essentially the same as that outlined in the First Annual Report, with division of work among three operating bureaus and five service bureaus under the general supervision of the Executive Director. The operating bureaus, concerned with the three major fields of the Board's responsibility, are the Bureau of Old-Age Insurance,[3] the Bureau of Public Assistance, and the Bureau of Unemployment Compensation. The service bureaus and offices are the Bureau of Accounts and Audits, Bureau of Business Management, Bureau of Research and Statistics, Office of the General Counsel, and the Informational Service.[4] The Executive Director also is responsible for supervision of the twelve regional offices, through which activities of the Board are decentralized. Each regional office is responsible for coordinating the work of the Board within its regional area. With the development of Federal old-age insurance, field offices have been opened as a further step to give direct service to the public locally, especially in the handling of applications and claims for old-age insurance. The functions exercised under this organization and the activities conducted during the fiscal year are described in succeeding sections of this report.[5]

The assimilation and organization of the growing personnel required as provisions of the act came into fuller operation have been

[2] On August 6, 1937, the Senate confirmed the appointment of George E. Bigge of Rhode Island to serve as a member of the Board for the remainder of the term expiring August 13, 1941. Appointment of Mary W. Dewson of New York was confirmed on August 18, 1937, for a term expiring August 13, 1943, to take the place formerly held by Vincent M. Miles, whose term of office had expired.

[3] Until September 17, 1937, this Bureau was known as the Bureau of Federal Old-Age Benefits.

[4] Since the close of the fiscal year the Office of the Actuary has been established as a separate office.

[5] A functional chart of the organization of the Social Security Board is appended, facing p. 95.

a major administrative task of the Board. The total personnel of the Board, including employees in the regional and field services, increased during the fiscal year from less than 750 to 5,748.[6] By far the largest part of that increase arose from the establishment of Federal old-age insurance, which, as the only program in which operation is wholly Federal, comprises a majority of the staff of the Board. Personnel of the Bureau of Old-Age Insurance numbered 53 in June 1936, and 3,723 in the same month of 1937, including employees engaged in the field and in the wage-records office in Baltimore.

ACCEPTANCE OF THE SOCIAL SECURITY PROGRAM

The rapid development of the social security program has been possible only because of the wholehearted acceptance of its goal by the people of the United States and their delegates, the agencies of Federal, State, and local government. This approbation has been evident in the promptness with which workers offered, voluntarily, the information necessary for the establishment of Federal old-age insurance; evident also in the swift action by the States in requesting Federal cooperation under other titles of the act. In all States but Wisconsin, legislation for unemployment compensation has been enacted since March 1935, when studies of the Committee on Economic Security and discussion of the Social Security Act in Congress had brought the subject to national attention. During the twenty preceding years States had repeatedly considered legislation in this field, but, except in Wisconsin, proposed measures had failed of enactment. It seems clear that the provisions of the Social Security Act have served, as was intended, to remove a chief obstacle to such legislation by affording, through the tax provisions, a common basis on which States could proceed with unemployment compensation measures without handicapping business within their borders in competition with business in States where no analogous measure existed.

In many States it has been necessary to enact legislation or to revise existing law or administration before a State could request Federal cooperation under the public-assistance programs. That the frequently complicated steps necessary to these ends have been taken on a Nation-wide basis for unemployment compensation, and on so wide a scale for the public-assistance programs and other programs of the act, may be taken to indicate Nation-wide conviction of the need for advance in fields in which families, industry, and sometimes even individual States have found it difficult or impossible to act alone.

[6] Total personnel on July 31, 1937, numbered 6,587; on October 31, 6,351. See chart, p. 88.

The public faith in the social security program implicit in this record has been confirmed during the year by the decisions on the constitutionality of major provisions of the act. On November 23, 1936, by a 4 to 4 decision with one justice absent, the United States Supreme Court affirmed the decision of the New York State Court of Appeals sustaining that State's unemployment insurance law. While this decision was somewhat inconclusive, all doubts concerning the constitutionality of the Federal-State program of unemployment compensation provided in the Social Security Act were set at rest on May 24, 1937, by the opinions of the Supreme Court in three cases originating in the State of Alabama,[7] thus reinforcing the Supreme Court decisions sustaining the constitutionality of the New York unemployment insurance law by an even division of the justices.[8]

One of these cases called into question titles III and IX of the act, under which are provided, respectively, authority for Federal grants to States for administration of unemployment compensation laws approved by the Social Security Board, and an excise tax on certain employers against which specified credits may be taken for contributions paid into unemployment funds established under such State laws. In the other cases, the issue was the constitutionality of the State unemployment compensation law of Alabama. The Court held that title IX of the Federal act and the State statute were valid, and that the validity of title III of the Federal act was not properly in issue.

Another opinion of the Court delivered on the same day held valid the provision for Federal old-age benefits in title II of the Social Security Act, and certain income and excise taxes on employees and employers, respectively, provided in title VIII.[9] Delivering the opinion of the Court, Mr. Justice Cardozo declared: "Needs that were narrow or parochial a century ago may be interwoven in our day with the well-being of the nation. What is critical or urgent changes with the times . . . Unemployment spreads from state to state, the hinterland now settled that in pioneer days gave an avenue of escape . . . Spreading from state to state, unemployment is an ill not particular but general, which may be checked, if Congress so determines, by the resources of the nation . . . But the ill is all one or at least not greatly different whether men are thrown out of work because there is no longer work to do or because the disabilities of age make them incapable of doing it . . ." The decision of the

[7] *Chas. C. Steward Machine Co.* v. *Davis*, 301 U. S. 548; *Carmichael* v. *Southern Coal & Coke Co.*; *Carmichael* v. *Gulf States Paper Corp.*, 301 U. S. 495.

[8] *W. H. H. Chamberlin, Inc.* v. *Andrews*, 299 U. S. 515; *E. C. Stearns & Co.* v. *Andrews*, 299 U. S. 515; *Associated Industries of New York State, Inc.* v. *Department of Labor of New York*, 299 U. S. 515. *Note:* Reargument of these cases was denied in 301 U. S. 619.

[9] *Helvering* v. *Davis*, 301 U. S. 619.

Court affirmed that the problem of preventing want in old age is "plainly national in area and dimensions."

FUTURE DEVELOPMENTS IN SOCIAL SECURITY

These decisions of the Supreme Court have cleared the way to continuing progress in the fields of operation covered by the act and toward the further study, there specified as a duty of the Social Security Board, of the most effective methods of promoting economic security through social insurance. This is not to say that the future course is well-defined or without obstacles. The Social Security Act is based on an intent to use the structure developed through this country's 150 years as a Nation, adapting it as it has often been adapted to meet new needs, but not imposing an unrelated or arbitrary pattern.

Certain complexities of administration arise from the fundamental nature of the Federal system of government, among them, for example, the difficulties of affording protection under the unemployment compensation and public-assistance programs to otherwise eligible persons who move across State lines. The wide disparity in State resources results in differing levels of aid in different parts of the country under the public-assistance programs. In some instances these differences are so great as to be disturbing.

Other problems related to the act are basically administrative in nature—the question, for example, of extending certain aspects of the program to additional groups who undoubtedly are in need of protection against hazards of old age and unemployment. The Board has declared its conviction that such protection should be extended as rapidly as administrative machinery can be devised to make it feasible. For some groups such an objective may be reached by modifications of the Social Security Act; for other groups it still is an open question whether or not an approach based on the relationships of employment is the most effective. Other questions arise from the relationship between the financing of the Social Security Act and the fiscal policy of the Nation and the States. Still others relate to types of insecurity for which no provision is made in the present legislation.

Consideration has been given by the Board to problems arising under these headings, the nature of which is made apparent in later sections of this report. The Board desires here to express its gratification at the widespread interest in these fundamental questions evidenced in the collaboration of other Federal agencies and in study on the part of nongovernmental research organizations and groups of citizens. In May 1937, the Board created an Advisory Council on Social Security, representing employees, employers, and the general

public.[10] The Council is cooperating with the Board in the review of facts derived from operations under the act.

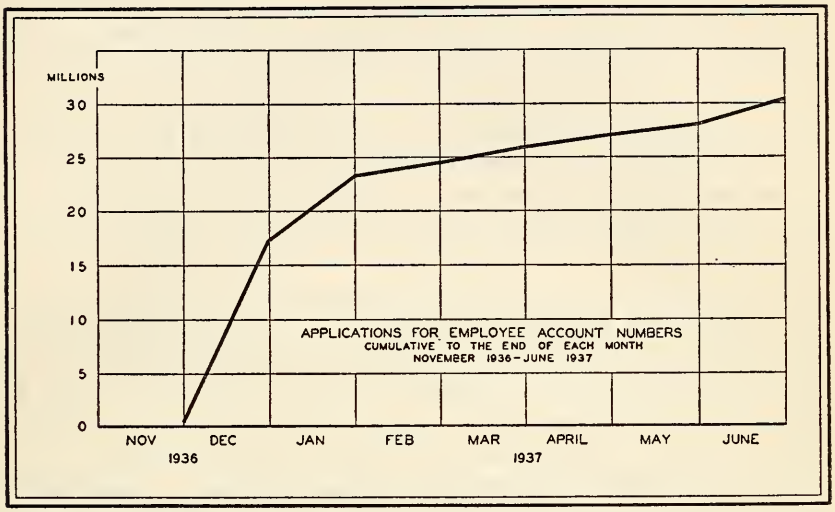
It would be untrue even to suggest that insecurity has been stemmed in this country. It is not too much to say, however, that forces have been set in motion by the Social Security Act which assure to literally millions of Americans a degree of security for which they could not have hoped before. For these millions, comprising children, men and women in their working years, and the aged, the cutting edge of want or fear of want has been turned aside.

Legislation so comprehensive must necessarily be varied in its administrative provisions as well as in its substantive provisions if it is to be cast in accepted forms of government and administered in the spirit of a democracy. The Social Security Act represents three approaches to the problem of economic insecurity: use of the principles of social insurance to offset risks prevalent among the working population; assistance to certain groups who are unable to earn; and community services to promote health and welfare and forestall dependency. The legislation recognizes at once the importance of individual initiative and the social necessity of safeguarding minimum standards for all the people. Much remains to be done to realize in full the measures authorized by the act; still more, to weigh the possibilities of further steps toward the goal of social security. It is the belief of the Board, however, that the end of this second fiscal year records a substantial degree of achievement. That achievement has been made possible, first, by the basic public will, and, second, by the generous collaboration of organizations and individuals within and without the agencies of government.

[10] Representing employees: G. M. Bugniazet, Harvey Fremming, John P. Frey, Sidney Hillman, Philip Murray, and Matthew Woll; representing employers: Marion B. Folsom, Walter D. Fuller, Jay Iglauer, M. Albert Linton, E. R. Stettinius, Jr., and Gerard Swope; representing the public: J. Douglas Brown, Henry Bruère, Paul Douglas, William Haber, Alvin H. Hansen, Theresa McMahon, Gerald Morgan, A. L. Mowbray, T. L. Norton, Josephine Roche, George L. Stocking, Elizabeth Wisner, and Edwin E. Witte.

• II •

Old-Age Insurance



AS a young Nation, rich in land and other natural resources, the United States has been confronted only in recent years with a widespread problem of need among the aged. This problem, which now faces all modern industrial countries, arises in large part from fundamental factors in present-day civilization. Because of progress in sanitation and medical science, a larger share of each generation now lives to reach old age. The declining birth rate also has served to increase the proportion of old people in the total population. In the United States these changes have been accentuated since the World War by the cessation of immigration, which formerly brought large numbers of young people to these shores. There has been a substantial rise since 1900 in the proportion of the aged, and this trend is continuing.

At the same time, the changes in methods and places of work inherent in modern industry make it difficult for older workers to gain a living when, for any reason, they are displaced from jobs held in their

younger years. Families are smaller, and among the growing proportion who live in cities it often is more difficult to provide support for aged parents and other relatives in terms of money than is the case in a simpler rural economy, where housing is not likely to be so acute a question and where old people are more often able to help in the gainful work of the home.

The problem of need in old age pressed toward public attention in the twenty years preceding enactment of the Social Security Act. Starting with Alaska in 1915, more than half of the States and other jurisdictions to which the act now applies had passed some type of legislation for aid to the needy aged by 1935. National recognition is given to this problem in title I of the Social Security Act, which specifies the circumstances in which Federal grants may be made to supplement State provision for aid to needy old people. Under title II of the act, a wholly different approach to old-age security is made in terms of social insurance.

Under title II, retirement benefits are provided which are, in effect, the outcome of working years spent in commerce and industry. Through this program, a great majority of the workers in these fields will be able to qualify for a definite monthly income in old age. The amount for each worker will be based on the total wages, as defined in the act, which he has received after 1936 and before he is 65. Monthly retirement benefits will be payable starting January 1, 1942; lump-sum benefits and death payments became payable to eligible workers, their survivors, or their estates, starting January 1, 1937. The act also lays certain taxes on workers and their employers. In other words, under titles II and VIII, definite responsibilities are allocated to a large share of the participants in industry and commerce, and provision is made for old-age income to workers whose past association with those fields is evidenced by wages they have received. A worker who fulfills the conditions specified in the act will receive his benefit irrespective of need. As the program gets fully into operation, it is to be anticipated that a large share of the country's gainful workers will be able to look forward to old age with confidence that they will have something to live on which is theirs because of their individual contribution to the productive life of their country.

ESTABLISHING FEDERAL OLD-AGE INSURANCE

The activities of the Board under title II of the Social Security Act are the responsibility of the Bureau of Old-Age Insurance.[1] The organization which is being established to carry out this program has been called "the world's largest insurance system"; and the accounting

[1] Until September 17, 1937, this Bureau was known as the Bureau of Federal Old-Age Benefits.

processes necessary to maintain the system, "the largest bookkeeping operation in history." Such designations serve to call attention to the dramatic scope of a system which involves the participation of millions of potential beneficiaries.

The elements of size and of time are notable in the establishment of old-age insurance, in which the majority of participants entered the system almost simultaneously. Size is indicated, in concrete terms, in the fact that by the end of the fiscal year 2,782,726 applications for identification numbers had been received from employers or business establishments; and 30,296,471 applications for social security account numbers had been received from workers. In the first stage of the task, in November 1936, the brief period of nine days was allotted for the distribution and return of the employer forms, and a period of about three weeks for an initial distribution of 26,000,000 forms to workers. A substantial proportion of this initial allotment was returned within these periods.

The assignment of social security account numbers is only the first phase of the Board's task in bringing workers into the program. A social security account card signifies that an account has been established for a worker. The establishment of these accounts involves a number of dovetailed procedures and mechanical functions, carried on simultaneously, which constitute the actual foundation of the system itself. These activities, conducted at the Baltimore offices of the Board, constitute the year's major accomplishment under this program.

Another important step was taken in the handling of the first claims paid under the program. These are lump-sum payments to wage earners in covered employments who have reached the age of 65, or to the estates or relatives of such workers who died before that age. The amount in each case represents 3½ percent of total wages, as defined in the act, received by such a worker after 1936 and before he is 65 or dies. Although the lump-sum payments are minor in comparison to the major program of monthly retirement benefits beginning in 1942, they mark the inception of the attainment of the entire program's objectives—an attainment brought closer each year.

BUILDING A FIELD ORGANIZATION

The Board has held from the beginning that a program of the magnitude of Federal old-age insurance requires decentralization for effective administration. The first step toward this end has been to establish a system of regional and field offices throughout the country. As early as December 1935 the Board initiated studies of factors affecting the location of field offices, such as population density,

industrial concentration, transportation facilities, location of cooperating agencies, and availability of space. The opening of these offices was timed to accord with the development of the program and with progress in obtaining appropriate personnel after registers had been established by the Civil Service Commission following an examination for administrative officers. Whenever possible, residents were selected to serve in a given locality. After appointment, members of the administrative staff were brought to Washington for an intensive course of training before assignment to the offices.

Seventy-four field offices were open by January 1, 1937; by June 30, 175.[2] Eight different classes of offices are established, each based on estimates of the number of covered employees to be served, ranging from 500,000 or more for the largest office to 20,000 or less for the smallest. Every effort has been made to provide a sufficient number of offices to serve the country adequately and at the same time to keep within limits of the available budget.

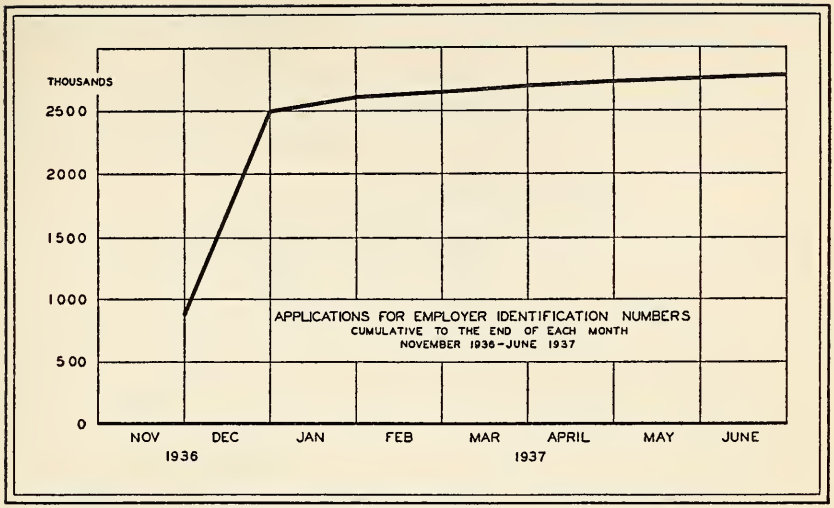
The initial function of the field office was to inform the public of the provisions of the act, with particular emphasis on title II, and to assist employers and employees to a proper understanding of their rights and obligations. In January 1937, the offices began to handle claims for lump-sum payments. These offices assist in the filing of claims and make sure that all necessary evidence is gathered so that the claim may be properly adjudicated when it reaches Washington. At the close of the fiscal year the field offices took over from the Post Office Department the additional function of assigning account numbers to new entrants to the system. In addition, the field offices serve as local headquarters for staff in the field.

The importance of the field office as an effective administrative agent for the Social Security Board—and especially for the successful administration of Federal old-age insurance—is evident. As the insurance program reaches out to affect directly an increasing proportion of the population, the field office should develop into an important factor in the social consciousness of the community. Through knowledge of its locality and of the purpose and available services of the program, the field offices can promote economical and efficient administration of the act.

ASSIGNING ACCOUNT AND IDENTIFICATION NUMBERS

The system calls for periodic information returns from employers, from which are obtained the record of wages entered in individual employee accounts. Employers' identification numbers are assigned to each business entity. It was necessary to assign such numbers to

[2] As of October 31, 313 field offices had been opened.



employers before their first information returns were due. Since Federal old-age benefits are computed on a wage basis, accounts must be maintained for each worker who, at any time after 1936 and before he is 65, receives wages counted toward benefits. The base of the account is its individual number, which ordinarily remains the same throughout the whole period during which a worker is acquiring rights to benefit.

The importance of an employee account number in the recording of wages is illustrated by the frequency of the 10 most commonly used surnames. It was estimated, for example, that among 26,000,000 accounts, approximately 294,000 would be established for persons named Smith; 227,000 for Johnsons; and 164,000 for Browns. Hardly less frequent would be the names of some 156,000 individuals named Williams; 147,000 Joneses; 137,000 Millers; 123,000 Davises; 115,000 Andersons; 96,000 Wilsons; and 81,000 Taylors.

The Board explored the feasibility of conducting the assignment of numbers to employers and employees with the use of its own staff or of obtaining the collaboration of other agencies for the initial enumeration. The cooperation of the Post Office Department made available for the convenience of employers and workers a Nation-wide system especially well-suited for this task. The success of the undertaking more than justified the choice of this arrangement, which continued for all enumeration activities until the close of the fiscal year.

In addition to the assignment of account numbers to workers in employment covered by title II of the Social Security Act, the Board undertook, by agreement with the Railroad Retirement Board, a

special enumeration of approximately 1,500,000 railroad employees covered by the Railroad Retirement Act. On April 27, 1937, as an aid to States in the administration of unemployment compensation laws, the Board authorized the assignment of social security account numbers to employees 65 years of age and over who were covered by the State unemployment compensation laws but were not covered under title II. It is estimated that 800,000 of these workers have received account numbers. The successful completion of the major enumeration enabled the Board to plan assignment of numbers to groups of individuals who were not in employments covered by title II before January 1, 1937, but were likely to enter such employment in the near future. Workers on WPA projects constituted the largest group under this heading. Through an agreement with the Works Progress Administration, the Board began to assign account numbers to these workers in May 1937. About the same time the Board authorized the assignment of social security account numbers to workers in domestic service in private homes and other employees who were covered by unemployment compensation laws in some States, even though in certain instances these individuals were in employments not covered by title II. No reports are available concerning the numbers in these groups.

These special enumerations should be borne in mind in considering the figures in appendix table B–3. It cannot be assumed that the total number of individuals who have received account numbers represents the number engaged at any given date in employment covered by the provisions of title II. On the other hand, it is to be supposed that many persons enter covered employments at certain periods though their usual jobs are in other fields. Such persons, of course, will be credited with all wages which count toward benefits even though their employment in covered jobs is brief or sporadic. Because of shifts between covered and noncovered employment, it is possible that the total number of individuals who acquired rights to benefits by June 30, 1937, may have been 30,000,000 or more. The actual figures will not be available until the wage reports received from employers have been posted to the individual employee accounts.

The task of enumerating these millions of workers and business establishments was achieved in a short space of time and with few difficulties. This accomplishment was possible largely because of the splendid cooperation of the Post Office Department and valuable assistance on the part of the Treasury Department, Department of Labor, and other governmental agencies. It would have been wasteful, if not impossible, for the Board to set up a field organization

adequate to perform the initial task in the time available. By the end of this fiscal year, however, the Board's field organization had been so developed that its own offices could take over the continuing work of assigning account and identification numbers as an integral part of their regular activities.

CREATING A RECORDKEEPING SYSTEM

So wide an interest has been expressed in the system of recordkeeping for old-age benefits that it may not be amiss to describe in considerable detail the methods and procedures which have been adopted. Without the use of modern mechanical equipment, this huge accounting job could have been handled, if at all, only by a very large staff and at great expense. Some predictions had even been made that the job could not be done. It is gratifying to be able to report that the preliminary steps in establishing wage records were substantially completed by June 30, 1937, and that the staff and equipment were in readiness to handle employers' returns as they are received from the Bureau of Internal Revenue.

The Social Security Board's recordkeeping system utilizes the most advanced mechanical equipment. Selection of equipment was made after months of deliberation by specialists designated by the Board to consider this problem. In June 1936, nearly 100 office-equipment companies were invited to submit formal proposals outlining the specific uses to which their equipment could be put in the conduct of such work. After a preliminary study and discussion of the proposals submitted, an opportunity was given the representatives of these companies to explain in person the special functions of their machines and to submit any other pertinent facts. After a number of hearings and careful consideration, the machines and equipment were selected. Because adequate space was not available in Washington, the recordkeeping operations were set up in Baltimore. The Baltimore office was opened on November 9, 1936, and by November 30, when the flow of applications was well under way, 991 persons were engaged in this work.

Handling of the applications was started when they began to pour into the Baltimore office in thousands of mail sacks. Each application is forwarded to that office accompanied by the initial office record form, prepared in a field typing center. As soon as a block of 1,000 consecutively numbered forms is assembled, it is started through a definite set of mechanical operations. The operations are based on one punch card, called a "master name card," for each employee account. The punch-card method was adopted since machines can reproduce information in print from such cards more quickly than a

person can copy it, and without possibility of error. From this master name card, individual ledger account sheets and other records are reproduced. Each master name card contains the name, account number, and other identifying information for one employee. This information is transferred automatically in print to the top of the ledger account sheet. When this is done, the ledger account sheet is ready to receive data on the wages of the employee. The master name cards are also used for printing numerical and alphabetical indexes of the millions of employee accounts. A duplicate set of actuarial punch cards is reproduced from the master name cards to be used in compiling various types of statistical information.

These various processes are carefully systematized and divided into nine operations, each carried on by a different personnel group. The block of 1,000 cards is handled as a unit as it is carried through an operation to completion, and then passed on as a unit for the next process, to the next group of workers. A control system is used to ensure orderly and even progression of the cards as they go through the various stages. On the average, it requires 1.68 minutes to establish an account for an employee, including all related processes which have been described.

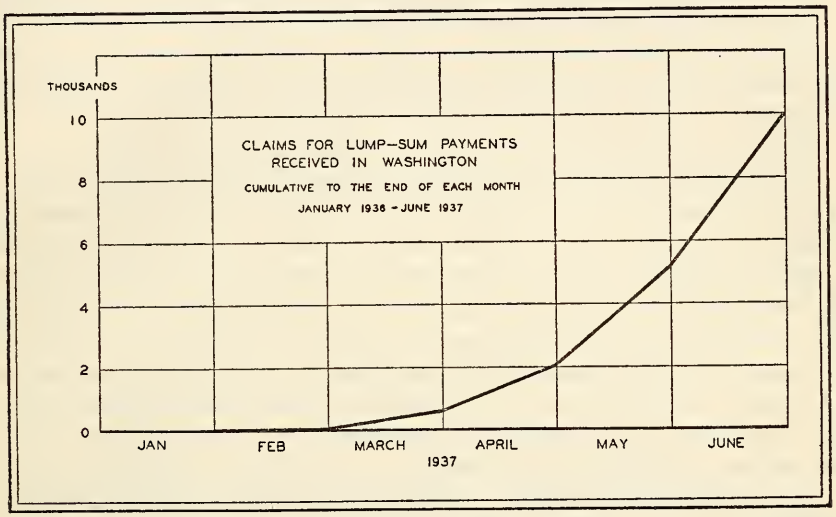
The first posting of wages to the ledger record sheets had not been made by the close of the fiscal year, since the initial information returns from employers cover the period from January 1, 1937, to June 30, 1937. These records will prove of great interest and value for statistical analysis, though their primary purpose is administrative. Significant data will be obtainable on annual wages in covered employments by State, industry, color, age, sex; on wages received during a lifetime; on labor migration; and on other important subjects for which data have not been available previously on this scale.

Under the original plan of operation, the maintenance of wage records was to have been a wholly centralized function, performed in Washington or in some other city in which suitable space could be obtained. Since no operations of such magnitude had been carried on before, doubt existed as to the feasibility of handling the volume of work on a completely unified basis. The plan was therefore modified and a system evolved under which the work was divided into twelve units corresponding to the twelve regions of the Social Security Board. Each unit carries on the complete series of operations from the receipt of applications to entries on wage records. The twelve units are now housed in one building in Baltimore, ready for geographical decentralization if subsequent experience indicates that such a course is desirable.

PROGRESS IN THE PAYMENT OF CLAIMS

Under the provisions of the Social Security Act, claims for lump-sum payments to eligible workers or their survivors or estates became payable starting January 1, 1937. During earlier months of the fiscal year 1936–37, attention was concentrated on the planning of regulations, forms, and procedures for these payments. Every effort was made to keep these regulations and procedures as simple as possible, with the result that application forms include only items called for by legal requirements.

Applications for lump-sum payments are made, on the respective forms, by the 65-year-old worker himself, or by the guardian or



committee of such a worker adjudged legally incompetent; by the wife, husband, parent, child, or grandchild of a deceased worker, or by the executor or administrator of his estate. When the amount of the benefit payable is less than $100, a certificate of identification may be executed instead of verification by oath or affirmation.

During this period the Board has utilized the discretionary power afforded in the act to pay death benefits amounting to $500 or less, otherwise payable to an estate, to applicants found by the Board to be entitled to such benefits under the laws of the State in which the deceased worker was domiciled. This policy has been followed when the worker is survived by a spouse, child, grandchild, or parent, and when certain other circumstances exist.[3] It has also been the view

[3] Regulations covering the payment of Federal old-age benefits have been published by the Social Security Board, Regulations, No. 2; Superintendent of Documents, Washington, 1937, price 10 cents.

of the Board that when the benefits are small the requirements for proof of age should be simplified to the greatest extent consistent with the prevention of fraud.

By June 30, 1937, 10,020 claims had been received at the Washington office, while others were in process of handling in the field or regional offices before being forwarded to Washington for adjudication. The number of claims filed up to this date is much smaller than the estimated potential number. The difference between the two figures doubtless is due to the fact that benefits are necessarily small during this initial period, and consequently many eligible claimants did not present claims. Since benefits are based on cumulated wages, the level of claims will rise as, with time, there tends to be a larger base on which payments are computed. Increase in the number of claims received toward the end of the six-month period indicated that, as amounts rose, a larger share of persons eligible to benefits were presenting their claims. In addition, some prospective claimants may not have been aware of their right to benefits.

At the end of the fiscal year, 4,419 claims had been certified by the Board for payment; 103 had been disallowed;[4] and 5,499 were pending. This last number was a reflection of the increase in the number of claims filed in the weeks just preceding, which had not yet had time for adjudication in the normal process of handling. The main reasons for disallowance of claims were that the applicant had failed to prosecute the claim properly after filing it, presumably because of the small amount involved; or that, in certain cases, administration of an estate was required by State law—a step which also may not have been considered worth while by applicants in view of the small amounts of the payments. Lump-sum payments in June averaged $14.44 in amount. As has been pointed out, the figures for later months will show a progressive increase.[5]

An analysis of the claims adjudicated at about the close of the fiscal year indicates that a little over 39 days elapsed, on the average, from the time a claim was received in the field office to the date the check was issued by the Treasury. For claims made by workers at age 65 the average was 36.5 days; for death claims, 41.6 days. After all information has been submitted, adjudication of a life claim involves four prime factors, which are identity, age, employment, and wages. The information contained on the pertinent forms in the file is checked to determine the acceptability of the evidence presented.

[4] The term "disallowed" should not be construed to mean that the claim will never be paid. In many instances claims have been temporarily disallowed because the claimant has not supplied the information required for settlement under the Social Security Act. If he later decides to submit such information the case will be reopened.

[5] The average for lump-sum payments certified in October 1937 was $26.40.

In addition to the facts required in the case of a life claim, adjudication of a death claim requires proof of death and of relationship of the claimant, and frequently also an opinion of the General Counsel of the Board as to the application of State laws of inheritance, exemptions, and priorities. While every effort is being made to reduce still further the interval between receipt of death claims and issuance of the checks, it is not probable that the time can be substantially shortened without modification of procedures now required by the act.

COOPERATION WITH OTHER AGENCIES

The Bureau of Internal Revenue collects the taxes imposed under title VIII. As part of its function of tax collection, it obtains information needed by the Board for the administration of title II. In the handling of employers' information returns, the Bureau of Internal Revenue will assume for the Social Security Board the function of verifying the returns and checking the totals recorded on the employers' reports of wages with the information on employers' summary reports. A new type of problem involving the two agencies is now appearing. The Board is receiving claims for benefits based on wages from employments not clearly subject to the act. Since the Bureau of Internal Revenue makes the determination of coverage for tax purposes, special arrangements for correlation of rulings are being worked out. The definitions relating to coverage are almost the same in title VIII, administered by the Bureau of Internal Revenue, as are the coverage provisions under title II.

As a further step in collaboration between the Board and the Bureau of Internal Revenue, copies of applications for employers' identification numbers are made by the Board for the Bureau. Copies of these forms are also made for State unemployment compensation agencies.

The invaluable cooperation of the Post Office Department in the enumeration program has already been mentioned. In addition, the Department of Labor, Bureau of the Census of the Department of Commerce, the Central Statistical Board, and the Government Printing Office have been of vital assistance to the Board. The press, broadcasting companies, and other agencies of public information have given generous assistance. The Board wishes to express its appreciation of this cooperation and of the cooperation so widely given by labor and by industry.

FUTURE DEVELOPMENTS IN OLD-AGE INSURANCE

Major administrative questions under this program must await solution through further experience in actual operation. To fulfill the aim of the legislation, it is essential that accurate wage reports be

received from millions of employers and business concerns. Many small firms probably have not kept such records in the past. The maintenance of accurate records by the Board therefore depends, in considerable part, on acquainting the employer with these obligations. Education also must be continued to impress upon workers the uses and importance of their account numbers. In some cases a worker doubtless has applied for and received more than one number. It is possible that in other cases numbers have been shifted from one employee to another. To avoid confusion in the records, with a chance that the full wage credit due a worker may not be attributed to him, it is essential that a worker hold only one number and report it accurately to his employer. Education of employees in the procedures to be used in filing claims also constitutes an area in which experience should promote efficient service. The Board shares with the Bureau of Internal Revenue a deep concern respecting compliance with the tax provisions under title VIII, aspects of which are closely related to the Board's operations under title II.

The Board already is receiving inquiries from employees regarding the amount of wages credited to their social security accounts. At the present time, of course, answers to these inquiries must be deferred until the first information returns have been received and wages have been posted. It can be assumed, however, that as time goes on the number of these inquiries from workers will multiply to such an extent that correspondence on this phase of the program alone would entail undue expense. Therefore, the Board believes that it will be desirable to develop a procedure whereby a worker may obtain information concerning the status of his account at regular intervals. A number of possible methods are now being considered.

THE OLD-AGE RESERVE ACCOUNT

The status of the old-age reserve account provided for in title II of the Social Security Act is shown, as reported by the Treasury Department, in appendix table B–7. Administration of this provision of the act is the responsibility of that Department. Study of the financial factors arising under this and other titles of the act is made by the Board also, in order to fulfill its responsibility to consider methods of promoting economic security through social insurance.

Each of the transactions involved in building up the old-age reserve account has now been put into actual operation. The Deficiency Appropriation Act of June 22, 1936, appropriated $265,000,000 to the fund for the fiscal year 1936–37. Of this, $100,000 was subsequently set aside for lump-sum payments, and the remainder transferred to the fund in equal monthly installments beginning January 1,

1937. Lump-sum payments during the first six months of 1937 totaled $59,627.12. Accrued interest of $2,261,810.97 was credited by the Treasury Department on June 30. The accumulated balance in the fund at the end of the fiscal year amounted to $267,202,183.85, of which $267,100,000 was held in the form of special 3-percent Treasury certificates, $40,372.88 in cash, and $61,810.97 in Treasury balances.

Current collections of pay-roll taxes naturally have been somewhat less than the amounts appropriated to the reserve account. Taxes are collected monthly on the basis of the previous month's pay rolls.[6] There were also the delays incident to the starting of a new tax program—ignorance of the tax and confusion with taxes under title IX, problems involved in the establishment and distribution of appropriate forms, identification and account numbers, and similar factors. In spite of these delays, however, the tax collections stood at $198,340,370.52 by the end of the fiscal year and were rising rapidly.

Considerable public discussion has been centered on the method of financing implicit in the provision for the reserve account. The policy of building up old-age reserves during the early years of the program must be analyzed in the light of the objectives to be achieved. Under the act, rights to benefit are limited, with inconsiderable exceptions, to workers who are subject to the pay-roll tax. The rates of taxation and benefits written into the act assume that, for a number of years, both the taxes paid by employers and employees under title VIII and the appropriations to the reserve made by Congress will exceed the amounts paid out in benefits. But as the proportion of old people in the population increases, as must be expected, and as benefit amounts become larger, this situation will be reversed, and annual benefit payments will amount to much more than the sums collected annually under the tax rates established by the act. It is estimated that these rates will be adequate only because of the excess of contributions over payments during the early years, with investment at 3 percent compound interest. Without some such reserve, it would be possible for succeeding generations to meet obligations accruing through this early period only by means of a much higher tax rate on employers and employees than the maximum in the present law, or by a large Government subsidy.

Furthermore, the present old-age insurance program covers a very large proportion, but by no means all, of the workers of the United States. The use of other tax funds, in the form of a Government subsidy, to help finance old-age insurance would mean, in effect,

[6] Starting with 1938, taxes are to be collected quarterly.

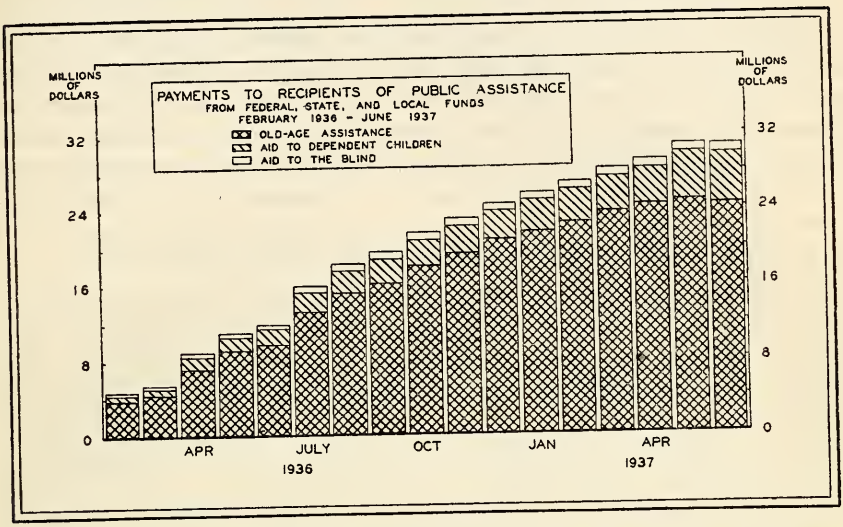
that the noncovered portion of the population would be compelled to pay a substantial part of the cost of insuring the covered population. Were the coverage of the program to become more nearly universal, the nature of the problem would be significantly changed in this respect. For the present, it should be remembered that the Social Security Act also makes provision for a system of old-age assistance based on need, which is noncontributory and is financed out of general revenues.

The significance of the reserve account in the next few years is to be considered also in the light of possible modifications in the present system. Not only increased coverage but earlier payment of benefits, larger minimum benefits, and other types of benefits, such as survivorship and permanent disability annuities, have been proposed by various groups and incorporated, in some instances, in bills introduced in Congress. Any such measures would increase the cost of the program and would have an important bearing on provisions for a reserve fund. If changes of these types were adopted, it is obvious that the tax rates now specified in the act would not yield funds, even at these earlier periods, for accumulation of reserves of the size which has been estimated for these or later dates.

Questions which have been raised concerning provisions of title II of the act involve a complex series of interrelationships between taxation, coverage, benefits, and reserves. Any change proposed in any part of this structure must be weighed as to its effect upon the whole. The nature and relationships of these various factors are the subjects of continuous study by the Board.

• III •

Public Assistance



TO aid the needy is one of the oldest obligations of communities. In its concern for need among the aged, children, and the blind, the Social Security Act follows precedents long established by private morality and public law. In scope, however, and in stability and coordination, the program of public assistance outlined under titles I, IV, and X of the act is different from the sporadically developed local services which preceded it or the emergency measures of the depression. This program represents the recognition by a Nation of the need for firmly established public provision, supplementing that which families or individuals themselves can make, to ensure a self-respecting livelihood in those of its households where, because of age or handicap, it has become impossible to carry full responsibility for self-support unaided. Public assistance therefore takes over, on behalf of certain peculiarly helpless groups, a supplementary responsibility which had been met to some extent by State and local public provisions for these groups and, in some places, by private social agencies. The contribution of the program includes

not only the larger amounts of funds made available by Federal participation but also the mutual establishment, by the Federal Government and the States, of a permanent basis for mitigating certain types of individual distress and so promoting national welfare.

FUNCTIONS OF THE BOARD IN PUBLIC ASSISTANCE

Under the act, Federal funds may be granted in specified proportions to supplement funds made available under State plans for old-age assistance, aid to the blind, and aid to dependent children, when those plans meet certain basic requirements. These requirements, in turn, merely outline a framework for effective organization and efficient administration within which all States which choose to cooperate are free to establish the plan best suited to their needs and capacities. It is the responsibility of the Board to determine that a State plan meets the conditions of the act for eligibility for a matching grant and to certify each quarter the amounts to be advanced under such a plan as the Federal share of the costs of operation. The Board also is responsible for determining that Federal funds have been used in accordance with the terms of the act and that administration has borne out the pledges made by the State in submitting the plan. When it is clear that the administration of a plan does not comply with the requirements of the act, Federal funds must be withheld. Since such a step may involve interruption of aid to the needy, funds are withheld only after careful consideration by the Board, during which a State is invited to discuss all matters relevant to the situation.

Administration of titles I, IV, and X is delegated to the Bureau of Public Assistance, which in certain of its functions works in collaboration with the Office of the General Counsel; the Bureaus of Accounts and Audits, Business Management, and Research and Statistics; and the Informational Service. The Board provides both the services required by the act and supplementary services requested by the States. The Board gives advice, when requested, in the formulation of laws and amendments and in the preparation of plans and estimates of expenditures, and considers the plans and estimates submitted by the States to ensure that they are consonant with provisions of the Federal act.

In the subsequent administration of these plans, the staff of the Board provides many services directed toward the development of well-rounded programs of assistance to persons in need. These include periodic review of administration required by the act to safeguard use of Federal funds for the purpose for which they are

appropriated and special assistance requested by the States on one or another aspect of their programs. Among the latter are the services of technical consultants in various specialized fields, such as family budgeting, insurance and property problems, personnel management, forms, reports, records, statistics, and general procedures. In cooperation with State officials, members of the staff of the Board have made detailed administrative surveys of State and local administration in given States to assist in the evaluation of existing programs and make recommendations as to desirable modifications. As a result of all these types of activities, the Board is able to act as a clearing house for information requested by a State, thus making available the results of experience in similar problems as they have arisen in others of the participating jurisdictions.

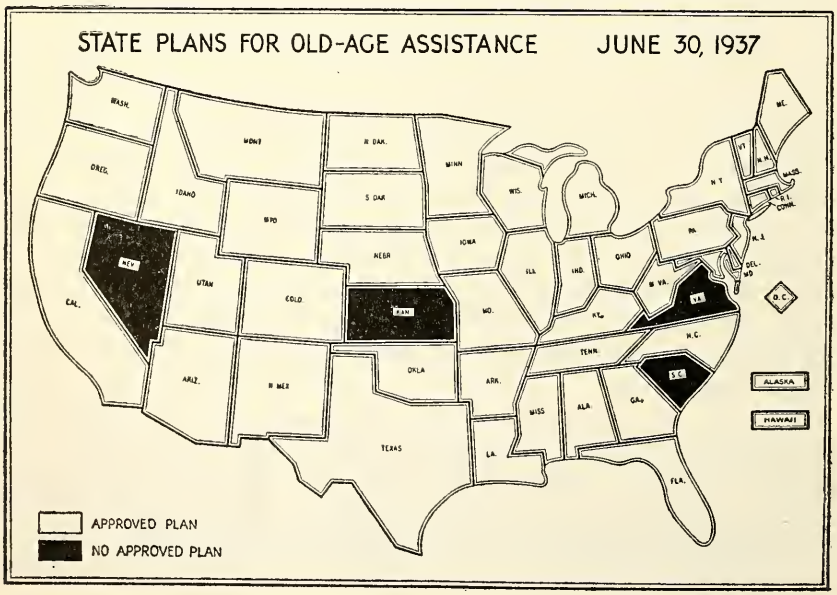
ESTABLISHING THE PUBLIC-ASSISTANCE PROGRAMS

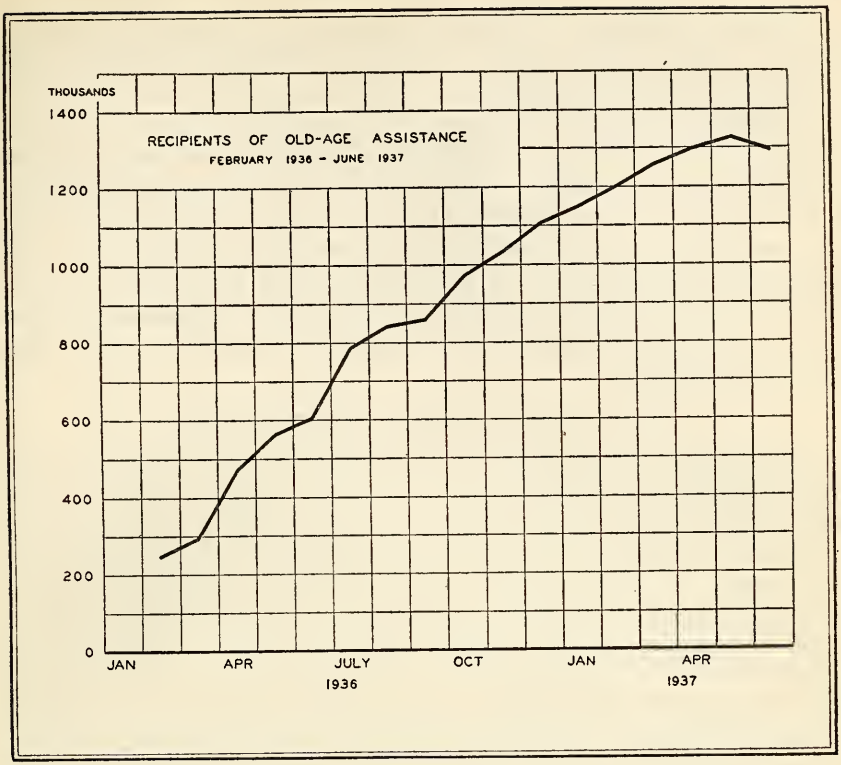
During the fiscal year 1936–37 there was a rapid expansion of the public-assistance programs. On June 30, 1936, one or more plans for public assistance had been approved for 35 States and the District of Columbia; a year later, for 44 States, the District of Columbia, Alaska, and Hawaii. At the former date, 15 States and the District of Columbia had approved plans for all three types of aid; by June 30, 1937, 32 jurisdictions had all three approved plans. In 12 States, State-wide laws for old-age assistance, aid to the blind, or aid to dependent children were enacted for the first time, and in 18 States previous State-wide legislation for one or more of these types of aid was brought into conformity with the Social Security Act; in another group of States, major changes were made in existing legislation. As a result of this activity in a year when all State legislatures were in session, 92 new or revised public-assistance plans were submitted to the Board. Under titles I, IV, and X, plans for old-age assistance, aid to dependent children, and aid to the needy blind may be approved for each of the 48 States, the District of Columbia, Alaska, and Hawaii. There is, therefore, a total of 153 plans in which States and other jurisdictions may request Federal cooperation. By June 30, 1937, 115 plans, or 75 percent of the total number possible, had been submitted to and approved by the Social Security Board.

There was a large increase during the fiscal year in the numbers of persons aided under these programs and in the funds provided for payments to them. In June 1936, there were 604,095 recipients of old-age assistance; in June 1937, 1,293,964. In these same months the number of recipients of aid to the blind rose from 17,570 to 35,974. The number of children on whose behalf aid was provided increased

from 177,466 to 425,065. Total obligations incurred by Federal, State, and local funds for payments to these persons rose from $11,711,688 for June 1936 to $30,578,067 for June 1937. During the fiscal year ended June 30, 1937, recipients of public assistance under the Social Security Act received a total of $293,185,000 from Federal, State, and local funds.

There were increases also in the average amounts of the monthly grants to recipients. For old-age assistance, the average rose from $16.14 in June 1936 to $17.20 in June 1937; and for aid to the blind, from $18.72 to $20.04. The average grant to families in which aid was provided for dependent children rose from $27.42 to $29.90. For reasons discussed in later pages, averages should not be used to gauge public assistance in terms of its meaning to individuals. That there was a rise in the average of all participating States is important, however, since it indicates that progress toward more nearly adequate provision was being made within the Nation. In a number of States where average payments had been very low, large percentage increases were made during the year. It is especially gratifying that there could be such increases during this period of rapid development when programs were being started in many States where these forms of assistance had not been provided previously, and where, for this reason, arrangements had to be worked out within the State for the appropriation to be supplemented by Federal funds.





ADMINISTERING THE PUBLIC-ASSISTANCE PROGRAMS

In organization as well as in quantity of service, the year's record indicates substantial progress. During this period, the essential effort in the States has been to build a sound basic structure on which a well-rounded public-assistance program may be erected. For many years prior to the depression, there was a slow development of State agencies with responsibility in the field of public welfare; in most cases these departments were responsible chiefly for the management of institutions, though in a small number they also administered State programs of aid to the aged, to children, or other special groups. In a few cases, where State funds were provided to assist counties or other localities, a State agency had powers of supervision, usually very limited, over local administration of aid of these types. A considerable body of State legislation for public assistance was enacted in the years 1931–35, but the emergencies of the depression hampered actual development under its provisions. Attention had to be concentrated on unemployment relief, which developed on a scale which surpassed the resources of State welfare departments. In many States

there were two major State welfare agencies during the emergency period—the State department of public welfare and the State emergency relief administration.

Commissions for the blind had been established in a number of States, usually either as independent bodies or as a part of State departments of education. The functions of these agencies included many activities in the interests of blind persons, such as home teaching, vocational training and placement, operation of sheltered workshops, and the promotion of local agencies for the blind. In some States, financial aid was provided for the blind, usually as a supplement to other relief rather than as an allowance sufficient to meet the blind person's need.

STATE ADMINISTRATIVE ORGANIZATION

The decline in emergency relief operations and the opportunities afforded under the Social Security Act have brought about a period of readjustment in which States have been building stronger public-welfare departments to carry on the long-range services required in good times as well as bad. There has been increasing emphasis within the States on reorganization to place responsibility for all three types of public assistance under one State agency. In some States, this agency also is responsible for administering State funds for general relief, and for other welfare activities closely allied to the public-assistance programs. Of the 36 jurisdictions which had two or more approved public-assistance plans on June 30, 1937, 30 had central State agencies responsible for administration of all State activities under these titles of the Social Security Act. In 4 States, a new agency was created during the year to assume public-assistance functions for the first time, and in each instance this agency was made responsible for all the State's activities in this field.[1] The integration of the three types of public assistance within the same State agency has provided the basis for more economical and efficient administration.

A similar development has occurred in local administration of public assistance. Before the depression, local activities of this type usually had been delegated to agencies primarily established for other purposes, such as the county board of supervisors and the county juvenile court. Only a few of the larger cities had well-developed local welfare services. During the emergency, a local public-relief agency of some type was developed in almost every county in the United States. During the past year, the development of State departments of public welfare has been accompanied in many States by the growth of county

[1] In the State of Washington, these three types of public assistance are administered by a Department of Social Security, which is responsible also for administration of unemployment compensation.

welfare departments, built to a notable extent upon the personnel and organization which had served for emergency relief. These county welfare departments have usually absorbed duties once performed by county boards of supervisors or judges in connection with public assistance; in States which have maintained general relief programs, the county department often has taken over functions performed in earlier days by the county supervisor of the poor.

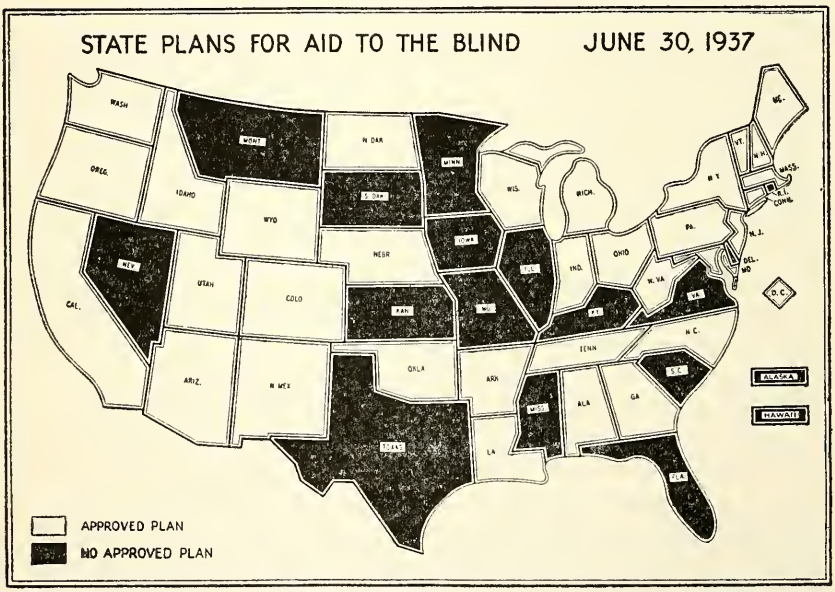
In about a third of the plans which had been approved by the Board by June 30, the central agency of the State or other jurisdiction was responsible for actual administration of assistance through its own branch offices. The remainder provided for State supervision, with administration by the counties or other local subdivisions. The State-administered system is sometimes considered simpler in operation, especially in States with relatively small populations; under this system, funds usually are provided by the State without local financial participation. Advocates of the locally administered, State-supervised plan believe that it permits closer coordination with other community services and better community understanding.

Under either type of administration, States cooperating under the Social Security Act must be in a position to make sure that persons equally in need will receive similar treatment in all parts of the State. Experience of the States indicates that this requirement cannot be met without a competent State field staff, members of which visit the localities regularly, advise them on questions of policy and procedure, and serve in general as a link between the State and local units. There has been progress throughout the country in the development of field staffs and in promotion of effective working relationships between the central and local agencies, though in some jurisdictions effective central supervision is not yet fully established.

Many major questions of organization have confronted the States in the development of their public-assistance programs. For example, the question frequently has arisen as to whether a public-welfare department should be headed by a policy-forming board, with members appointed for overlapping terms and operating through an executive, or by a single cabinet officer selected by the Governor. The trend in State welfare organization seems to be definitely toward the establishment of public-welfare boards. Of the 115 plans approved by the end of the fiscal year, 90 were of this general type. In most instances, States have seemed to consider that this plan gives greater assurance of continuity in policy and provides a measure of protection against periodic turnover of personnel and a better chance for representation of community interests and for public understanding of the program.

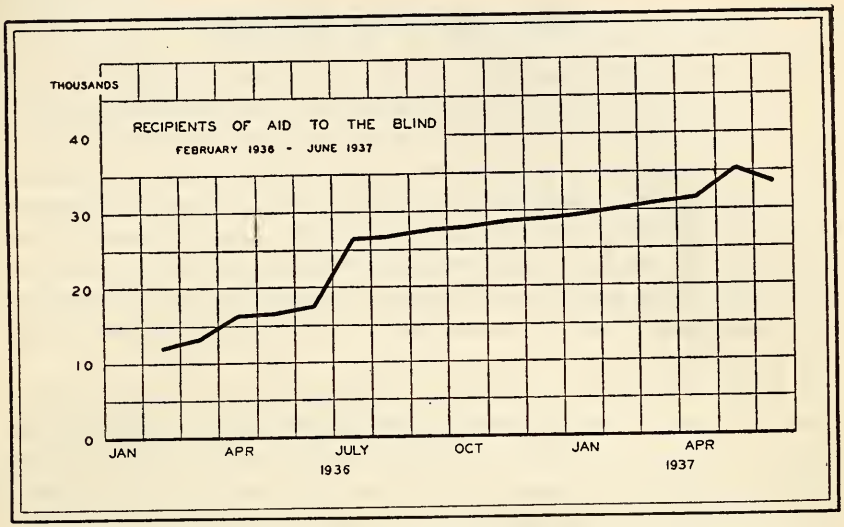
Many States whose plans have been approved during the past year had not had previous experience in the administration of State-wide programs for public assistance. These States have faced at once the problems of establishing organizations on both the State and local levels, working out detailed methods of receiving and investigating applications for assistance, developing methods for determining the amount of assistance to be granted an individual, setting up procedures for the actual payment of aid, and providing facilities for supplementary services required by needy individuals. Even in States which had previous experience in such activities, legislative changes made to bring the State law into conformity with the Social Security Act have necessitated major modifications. All the States have called upon the Board for assistance in working out these innovations and readjustments.

In several States which enacted legislation for State-wide public-assistance programs for the first time, public pressure to get the sys-



tem into immediate operation prevented the State agencies from developing well-defined administrative procedures before actual payments of assistance were made. These pressures seemed to be strongest in the field of old-age assistance. The curtailment of the Works Program resulted in the dismissal of many aged individuals and mothers with dependent children, and, in conjunction with the inadequacy of State and local provisions for general relief in many

areas, also made it imperative for some type of assistance to be available to needy individuals at the earliest possible moment. In certain States, lack of experience on the part of the personnel of the State agency led to the adoption of procedures which created major difficulties. In several instances, for example, applications for old-age



assistance were distributed through banks, newspaper offices, post offices, and similar channels, even before the State and local organizations for the administration of assistance had been established. As a result, some new State agencies were confronted with tens of thousands of applications for aid upon which they had to act immediately in spite of the limitations of their personnel in number and experience.

At the request of these States, the Board furnished technical advice and assistance in developing procedures by which these applications might be expeditiously handled and through which future recurrence of such difficulties might be avoided. Similarly, assistance has been given to all States in a great variety of procedural problems, ranging from suggested methods for verifying the birth date of a child to possible procedures for the payment of funeral expenses of an aged individual. Many States have requested special assistance from the Board in relation to their programs of aid to the blind. With the advice of medical groups and individuals of long experience in work with the blind, the Board developed and recommended to the States a definition of blindness and a form for recording the cause of blindness, the diagnosis, prognosis, and recommendations as to medical or surgical treatment as indicated by examinations of applicants by ophthalmologists or other physicians skilled in diseases of the eye. Informa-

tion on the incidence of blindness gathered through these examinations will contribute to the prevention of dependency due to blindness. Services of a physician lent to the Board by the United States Public Health Service to serve as consultant on blindness have been especially helpful to the Board and the States in this connection.

STATE AND LOCAL PERSONNEL

Under the Social Security Act, the Social Security Board is not charged with responsibility for the selection, tenure of office, or compensation of specific individuals who are employed by State and local agencies administering public assistance. The Federal act, however, makes the Board responsible for seeing that State plans are efficiently administered. Since efficient administration depends largely upon the quality of personnel employed, the Board does not approve any State plan unless it contains provisions developed by the State which establish minimum objective standards for the selection of both State and local staffs.

It has been obvious from the inauguration of the program that efficient and economical operation of public assistance in the States is not possible unless, in addition to sound basic structure and carefully developed methods of operation, the personnel employed in State and local administration is equipped for its responsibilities by education, training, and experience in public-welfare work. A number of States have been handicapped in their efforts to obtain competent staffs because of the lack of experienced personnel. While this has been a serious factor in connection with the selection of State staffs, it has been of even graver consequence in the counties. In certain States, even when the counties do not participate financially in either the cost of assistance or the administrative expenses of the plan, the selection of local staff has been limited to persons who have legal residence in the county. While there are advantages in obtaining employees who are familiar with local conditions, residence restrictions sometimes have resulted in the employment of inadequate personnel in one county while in an adjoining county several competent persons might be available.

Many States also have established salary standards which have prevented them from obtaining well-qualified personnel. Although the State agencies are responsible for the expenditure of many millions of dollars and usually rank in budget with the State highway and education departments, the salary scales for responsible positions on a State staff have been less adequate, in many cases, than those which prevail in other agencies of the State government. A similar situation frequently exists in the counties. The staff of the local agencies is

usually responsible for the exercise of administrative discretion and judgment with respect to the expenditure of large sums of public money. The major responsibility for determining the eligibility of applicants and the amount of assistance to be paid in each case must necessarily be placed upon the local staff, which alone has first-hand knowledge of the individual situations. While this heavy responsibility would seem to require salary levels sufficient to attract well-qualified personnel, in some instances the salaries paid are less than the prevailing wage in the community for routine clerical positions.

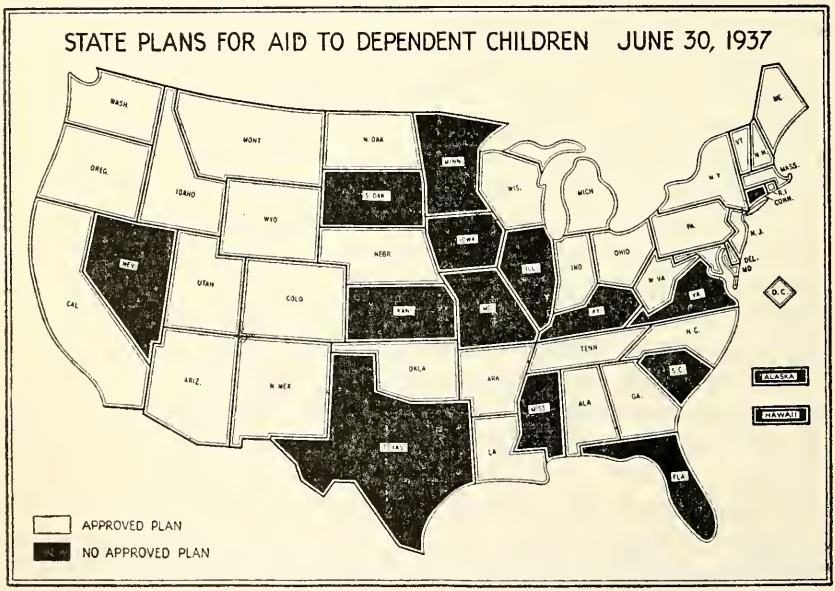
Many of the difficulties which the States have encountered in the matter of personnel doubtless arise from lack of understanding of the nature of the program for which these employees are responsible and the various types of training and experience necessary for efficient performance. The effective administration of public assistance involves much more than the receiving and investigating of applications for aid and the making of payments. Nevertheless, the successful performance of even these primary functions requires personnel capable of dealing with difficult problems of human relations, and with experience and judgment which can be relied upon in the making of decisions which will affect the lives of needy individuals. Thus, in every State there are instances in which children refuse to contribute to the support of their aged parents, although they may be legally liable for this support and able to make some contribution. The decisions as to whether or not old-age assistance should be granted to these parents and what steps should be taken with respect to the children are problems which must be met by a local employee who has ability not only to secure all the facts but also to evaluate them in the light of the whole family situation. Compelling a son to make a small monetary contribution to his aged parent when his own resources are very limited may lead to an antagonism between father and son or deprive the son's own children of an opportunity to continue their education, though obviously administration must not be such as to ignore or weaken legitimate family responsibilities.

In addition to questions of eligibility, the administration of public assistance involves provision for continuing service to recipients. Old people often become ill; some require almost continuous medical attention; many have personal difficulties which cannot be met merely by money. Mothers with dependent children frequently encounter problems in connection with the children's physical development, education, vocational training, and social adjustment. The needy blind, likewise, have almost an infinite variety of personal problems. All these situations become especially difficult for individuals

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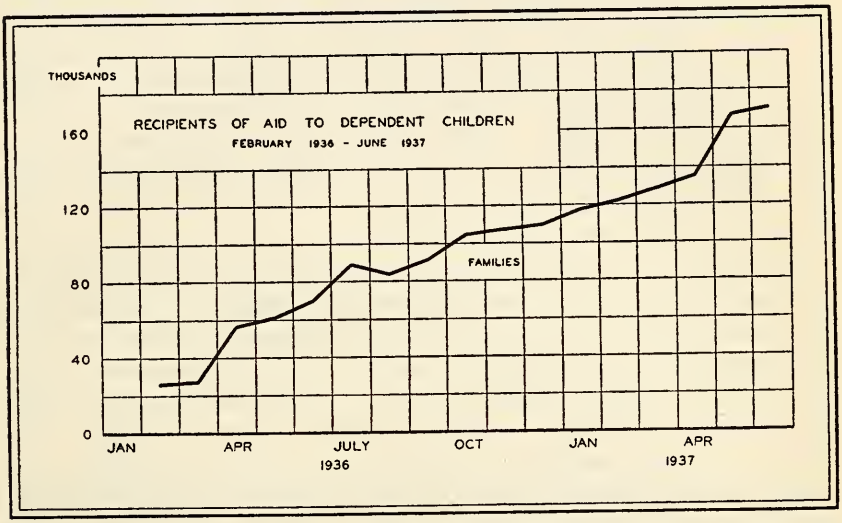
who are living on the very margin of subsistence, as is the case with recipients of public assistance. The State and local staffs must be equipped not only to help recipients to meet such problems but also to contribute to the development of community resources for medical care, prevention and treatment of juvenile delinquency, vocational guidance and placement, and the like. These matters can be dealt with effectively only by a person whose training, experience, and judgment qualify him for such responsibilities.

In the 47 jurisdictions which had one or more public-assistance plans approved by June 30, 1937, 23 select their State staff through some type of civil-service or merit system. The remaining States appoint State and county staffs on the basis of objective qualifications of education, training, and experience. It should be pointed out, however, that in some of this latter group the standards are undoubtedly too low to result in the selection of the best available personnel. Because of failure of certain State civil-service commissions to recognize the technical character of public-assistance work, a somewhat similar situation has developed in several States which operate under general State civil-service laws.



During the past year, a number of State officials responsible for the administration of public-assistance programs have recognized the need for affording members of their State and local staffs an opportunity to secure a better understanding of their work and to improve their

technical skills. This problem has been most evident, of course, in those States in which, because of residence requirements, local attitudes, or other considerations, the State and local agencies have been staffed with personnel who had had little or no previous experience in welfare work. When the State recognizes the need for a training program for its staff and requests this service, the Board provides consultation and advice. This work has been planned in cooperation with a committee of the American Association of Schools of Social Work, which serves in an advisory capacity to the Board and the Federal Children's Bureau. In-service training is not regarded in any



sense as a substitute for professional education in social welfare; the Board believes that it should be directed toward providing staff members with interpretation of the public-assistance program, insight into the philosophy upon which that program is based, and encouragement to obtain professional training for themselves.

STATE FINANCING OF PUBLIC ASSISTANCE

It is estimated that during the past fiscal year aggregate State and local expenditures for payments under approved State public-assistance plans have increased from approximately $7,500,000 to approximately $14,000,000 per month. In many States whose plans were approved during the past year, these programs represent, if emergency relief expenditures are excluded, the first major allocation of State funds (as distinguished from local funds) for public aid on a continuing basis. To qualify for a matching Federal grant under the Social Security Act, at least part of the State's share must be

met from State funds, though local resources may provide a part of the budget. Of the 115 plans approved by June 30, 1937, 47 were financed without local participation. In the remaining 68, there was joint financial participation by the State and its counties or other subdivisions. Of the 47 approved plans for old-age assistance, 24 were financed without local participation, as were 14 of the 33 plans for aid to the blind, and 9 of the 35 plans for aid to dependent children.

These expenditures placed a heavy burden upon the revenue systems of the States. Many forms of taxes are used by States to provide revenue for public assistance. Among the most widely used are taxes on sales, gasoline, liquor, and profits from State-operated liquor stores; on cigarettes, luxuries, amusements, and inheritance; severance taxes on natural resources, corporation franchise taxes, and excise taxes on motor vehicles. Three States impose poll taxes which are used for old-age assistance. A number of States make appropriations for public assistance from the general fund of the State, without allocating specific taxes to these purposes.

In States whose public-assistance programs are financed jointly by the State and its political subdivisions, the problems of local finance have sometimes been severe. In most cases, the major source of local revenue has been the tax on real and personal property. A number of local political subdivisions have encountered great difficulty in obtaining sufficient revenues from this source to finance their portion of public-assistance expenditures. One or two States have begun the development of equalization schemes, through which the wider base available for State taxation will be used to assist the less wealthy counties to carry their burden.

In several States, the limitations on State and local revenue have resulted in a failure to provide assistance to large numbers of presumably eligible persons. In a few of the wealthier States, this lack may have been due to the inability of State and local officials to estimate the number of persons who would be eligible for assistance. In a larger number of States, however, it seems probable that the available sources of revenue are not sufficient to produce the funds required to care for the needy aged, the blind, and the dependent children. This situation might be ameliorated, in some cases, through a revision of State and local tax systems, or through more effective tax collections. Elsewhere, it seems possible that the relatively low taxable wealth, accompanied by relatively great needs, will not permit the States and their localities to carry their share of public-assistance costs if assistance is provided on a basis consonant with the purpose of their own laws and of the Social Security Act.

INTERSTATE RELATIONSHIPS

During the past year, there has been some development of interstate relations with respect to public assistance. Under the joint auspices of the Bureau of Public Assistance of the Social Security Board, the Children's Bureau of the Department of Labor, and the American Public Welfare Association, seven regional public-welfare conferences were held during the winter months. These meetings were usually attended by representatives of the staffs and boards of the State public-assistance agencies in adjoining States, and sometimes also by the governors and the State legislative leaders. The Executive Director of the Social Security Board participated in these meetings, as did the regional directors and representatives of the Bureaus of Public Assistance, Accounts and Audits, and Research and Statistics, and of the Office of the General Counsel. Since many States then were engaged in enacting new public-assistance laws or revising existing statutes, the major subjects for discussion revolved about legislative problems. In all these conferences, however, attention was devoted to problems of organization, administration, and finance. State agencies thus had an opportunity not only to discuss interstate questions but also to obtain information from neighboring States concerning specific administrative problems and methods for meeting them.

Most of the immediate questions of interstate relationships in public assistance arise from the residence requirements of State laws. Under the Social Security Act, State plans for old-age assistance and aid to the blind may impose requirements as high as five years' residence within the State during the nine years preceding the application, and continuous residence for one year immediately preceding. With one or two exceptions, all jurisdictions have required this maximum period in their plans. The Federal act does not permit the imposition of State residence requirements of more than one year in approved plans for aid to dependent children.

The rigidity of these State requirements has caused difficulty in the cases of aged persons who have recently moved from one State to another. These persons frequently are not eligible for assistance in the State from which they have moved because they have been absent for more than one year; nor are they eligible in their new residence until they have completed the five-year period. In some States, these individuals may receive aid in the form of general relief. In many, however, there are no State-wide programs under which they can receive aid, and the only resource available is either local poor-law provision, which is likely to be inadequate, or, in a few areas, assistance through a private social agency. A similar situation occurs in cases of old people who are receiving assistance in one State and have children

in another who might be able to provide a home. Since most old-age assistance laws do not permit a recipient to leave the State for an extended period, it is not legally possible for the States to permit such persons to live with their children, even when such an arrangement might result in a saving of public funds as well as the greater happiness of the individuals concerned.

These subjects were discussed at the various regional meetings. While there seems to be greater awareness of the problems which arise from these residence restrictions, only limited progress toward their solution can be reported. It is noteworthy that one of the most recently approved old-age assistance plans requires only one year's residence in the State, and it is to be hoped that interstate agreements will be developed by the States during the next year through which more adequate provision may be made for such cases. Arrangements are being worked out by a number of States for procedures to be used when applicants for assistance have responsible relatives residing in another State. In a number of instances, the State agencies are working out reciprocal agreements for the interviewing of relatives who might be able to contribute to the support of an applicant in another State. Similar agreements are being made for examining, or obtaining copies of, documents or public records relating to an applicant's eligibility which are available only in a State other than the one in which the applicant lives.

PERSONS WHO RECEIVE PUBLIC ASSISTANCE

The sole aim of the policies and procedures described in previous pages is to bring needed aid to individuals. The monthly operating statistics reported by the States afforded from the start a broad view of quantitative aspects of the program. Now it is possible, for the first time, to supplement this record with the data reported annually by the States concerning the persons whose names have been added to assistance rolls or taken from those rolls during the year. A summary of these annual reports from the States is given in appendix tables C–18 through C–57. These tables offer in all a record for some 648,000 persons accepted for public assistance during given periods of the fiscal year in States in which plans have been in operation under the Social Security Act. Reports were made also on more than 251,000 persons who were dropped from assistance rolls during these periods. The Board believes that, as a result of this annual analysis and the monthly reports of operating statistics, it is now possible to give a more nearly complete view than has ever been obtainable of the nature of dependency among these groups of the American people and of the meaning of the public-assistance program as a whole.

Any national consideration of public assistance must start with recognition of the wide variation in practice in different parts of the country. In June 1937, for example, the number of recipients of old-age assistance per thousand of estimated population aged 65 and over ranged from 44 in Maine to 566 in Oklahoma. The average monthly payment to recipients of old-age assistance for the same month ranged from $4.17 in Mississippi to $31.35 in California. Variations of this sort are to be explained by a large number of factors, including the period of time over which a State plan has been in operation, State laws and policies, the caliber of State administration, funds made available in the State for matching Federal grants, and the extent of need and level of costs of living in different areas. Within the very general provisions of the Social Security Act, each State determines who is eligible to receive assistance within its borders, and State or State and local policies govern all determination of the amounts of payments to recipients.

A State plan may provide assistance to certain groups of persons for whose payments Federal funds may not be used under the act, such as dependent children aged 16 and over or old people who have not yet reached 65. In payments of old-age assistance and aid to the blind, Federal funds may be used to match those provided by the State and its localities only up to a Federal-State total of $30 a month; for aid to dependent children, Federal funds are provided in an amount representing one-third of total expenditures under approved plans, not including amounts by which payments exceed $18 a month for the first child and $12 a month for each additional child in the same home. In all these types of assistance, States are free to make larger grants to individuals from their own funds if they so desire.

As a result of all these considerations, the variations in practice in different parts of the country reflect the differences inherent in a system based to so considerable a degree on the desires and resources of the several States. In some States, the levels of payments are regrettably low. In other States, particularly in old-age assistance programs, the average grant may be rising at a rate adverse to the whole financial structure of the State. It seems possible that in some of these States there has been little consideration of the public responsibility for providing at least a minimum subsistence level for all groups who are in need. Instead, a level of assistance grants has been established for one group at the expense of the others, and at a cost which in some instances may jeopardize other necessary activities of the State and local governments. In general, States in which the levels of assistance are low are those in which low taxable wealth is accompanied by great needs.

The annual reports now submitted by the States indicate the range in individual payments and other facts concerning the individual recipients of public assistance.

RECIPIENTS OF OLD-AGE ASSISTANCE

Among the 475,000 men and women accepted for old-age assistance during the periods covered by the State reports, more than four-fifths were native-born. In most States, aid may not be given to aliens, and only 2,119 aliens were reported. A little more than 11 percent of the accepted applicants were Negro, which is approximately the percentage of Negroes in the total population. Men exceeded women by more than 9 percent, despite the approximately equal proportion of men and women in this age group of the population as a whole. More than one-third of the persons accepted for old-age assistance were aged 65–69; about a third were 70–74; and the rest were older, with some 3,900 reported as 90 or more. The proportions in the various age groups in the different States and in the entire group were influenced by the fact that under some State laws no persons under 70 were eligible at this period. Starting January 1, 1940, all plans for which Federal funds are granted under the Social Security Act must make aid available to needy old people at 65 and over.

There seems reason to believe that, in general, these old people had little or no resources of their own. Among 469,000 persons for whom this information was given, a negligible number were reported as having some income from veterans' or employees' pensions, annuities, or invested money. Aside from help from relatives, the most important source of income was rent or other money income from real estate. This kind of income, however, was reported for only about 28,000 persons, or 6 percent of those accepted. Next in numbers of those who had sources of income came nearly 23,000 who were reported as receiving some wages. The amounts of these wages are not reported by the States and are doubtless small.

About four out of ten of these old people were married and living with husband or wife. In about one-half of these cases, both husband and wife were eligible for and were receiving separate grants of old-age assistance. All States but one reported some cases in which two payments of this sort were made to married couples. On the other hand, in 21 States a single payment is sometimes made as a family allowance for a husband and wife when both are eligible for aid. Regardless of these possibilities for family allowances or for double grants to an aged couple, there were more than 11,000 cases in which an old person had a husband or wife who was eligible for aid but was not receiving it.

According to the reports made when they were accepted for aid, the great majority of these old people were to live in families at the time their old-age assistance payments started. Among the 469,000 persons for whom this information was reported, 351,000 were to live with husband or wife or other relatives, and 26,000 were to live with families to whom they were not related. About 83,000 were to live alone, about 4,000 were to live in boarding houses or other proprietary institutions, and less than 1,000 were to live in private homes for the aged or similar social institutions. It seems justifiable to infer that the State plans for public assistance are helping old people to continue, through their last years, the ways of living to which they have been accustomed.

Among 469,000 aged persons whose physical condition was reported, about 3 percent of the women and 2 percent of the men were bedridden. An additional 15 percent of the women and 12 percent of the men required considerable care from others. Of the 11,000 who were bedridden, more than 2,200 were receiving no medical care at the time of their application for old-age assistance. In considering the numbers of invalids among these recipients, it should be remembered that Federal funds may not be used for payments to old people in public institutions. A few State laws permit State payments under these circumstances. From these States, reports were made of 148 persons who were to live in public institutions. In general, therefore, these recipients have been drawn only from groups of the aged who were not receiving domiciliary care in State hospitals or other public institutions.

Federal participation in old-age assistance is extended only for payments to persons in need. "Need" is determined by the States; in general, it is interpreted in State legislation as the need which remains after legally responsible relatives of an aged person have contributed to his support insofar as they are able. In principle, therefore, payments for old-age assistance are to be considered as a supplementary amount, to be added to anything which the applicant and his family can provide, to assure him a livelihood at the standard maintained for recipients of assistance within the State. The Board has recommended that each State develop a family-budget plan, to be used in all localities of the State to help determine the amounts to be granted to individuals. While allowance should be made for differences in the costs of living in different localities, there should be a common basis to ensure equal treatment throughout the State to persons equally in need.

It is not possible to say to what extent the range in payments granted within a given State during this period represents an approach

to that principle. In some States it may be questioned, from the uniformity of payments, whether available funds were not divided among accepted applicants without sufficient consideration of their relative needs. All States but 6, however, reported some cases in which grants were made of as much as $30 a month, and 25 States reported cases in which the monthly amount was less than $5. The widest range reported within a State was from $5 a month to $77. The latter amount was the highest monthly payment reported. The lowest payment was less than $1 a month. In the whole group of States and other jurisdictions from which reports were received, a quarter of all applicants accepted during this period were to receive $13 a month or less; a half, $17 or less; and three-quarters, $24 or less.

The meaning of these amounts to the recipients themselves can be determined only in relation to the place of the old-age assistance payment in the family budget. It is significant that the average for all reporting States was larger for grants for old people who were to live alone than for those who were to live in household groups with relatives. These averages were, respectively, $20 and $17 a month. It seems safe to infer that, in at least some States, allowance was made for the fact that the old people who lived alone would tend to need more money, on the average, than those who shared the homes of children and other relatives.

The meaning of an amount granted to an individual also is influenced by the receipt of other public aid in the same household. About 20 percent of the recipients accepted during the past fiscal year were members of aged couples, both members of which received old-age assistance. Moreover, out of the 469,000 persons for whom information was given, slightly more than 1,000 lived in households where aid was received for dependent children, and 834 in households receiving aid to the blind. About 24,000 of these aged persons were members of households which were receiving types of public aid other than public assistance under the Social Security Act. In more than half of these latter cases, the household was receiving general relief. Smaller proportions were in households where wages under the Works Program, subsistence grants from the Resettlement Administration, and other kinds of public aid were received. There were 10 States where no households, or only a very small number, were reported as receiving both old-age assistance and general relief. The important question of relationships between public assistance and other forms of public aid will be discussed in later pages.

Figures showing the relief status of the 469,000 recipients of old-age assistance before their applications were accepted suggest that this program is taking over obligations formerly incurred by other programs

of public aid. About one-fourth of the persons accepted for old-age assistance during this period had received institutional care or relief or assistance of some kind from a public or private agency during the thirty days preceding their application. Among these persons, about 99,000 had received general relief from public funds, 13,000 had worked for wages under the Works Program, and about 5,000 had received aid from voluntary relief agencies, while 5,121 had been living in public institutions. This last figure is significant when it is remembered that only 148 were to live in such institutions at the time of the first payment.

During the periods of the fiscal year for which the State reports were received, nearly 142,000 persons were dropped from old-age assistance rolls. In about one-half of these, the reason was the death of the recipient. More than 6,000 persons were admitted to public or private institutions; some 23,000 became self-supporting or found relatives able to support them; and more than 21,000 cases were closed because it was found that the aged person had not been eligible for assistance under State and Federal laws at the time the grant was made.

RECIPIENTS OF AID TO THE BLIND

During the periods of the fiscal year for which reports were made by State agencies, 9,397 persons were accepted for the aid provided for the needy blind under the Social Security Act. Possibly the most significant conclusion to be drawn from these reports is the extent to which the need of these blind persons was associated with old age. More than a third of those accepted were 65 or more, while very small numbers of persons under 21 were accepted. Men exceeded women by 41 percent. Among the 9,397 cases were those of 1,031 Negroes and of 285 others of races other than white. More than one-third of the persons accepted for aid had a living husband or wife, while more than a quarter were widows or widowers. About 70 percent were living in household groups with relatives, but more than 1,000 were living alone.

About 2,100 persons were accepted who were in the age groups 16–45, including 1,357 men and 713 women. Of these, only 110 men and 15 women were reported as gainfully employed at the time the first payment was received. Among the 9,397 persons accepted, only 298 were receiving education at that time.

About 80 percent of these blind persons lived in households in which no other form of public aid was received simultaneously. Some 784 persons lived in households which were receiving general relief; 146 in households receiving aid to dependent children; and 600 in households where old-age assistance was received. Federal funds may not be

used, under the Social Security Act, for payment of aid to the blind to individuals who themselves are receiving old-age assistance.

The range in monthly payments granted to these applicants within the whole group of reporting States was from $1 to $84. Monthly payments of as much as $30 were reported by all but two States. Among the whole group of recipients for whom reports were made, half received grants of $22 or less per month and three-quarters, $31 or less.

About 50 percent of the 3,915 cases closed during this period were closed by reason of the death of the recipient of aid to the blind. A few were closed because vision was partially or wholly restored; others, because the individual was admitted to a public institution, became self-supporting, or received support from relatives. A substantial number were closed because the recipient had not been eligible to receive aid at the time the case was accepted. Reference already has been made to the definition of blindness which the Board has recommended to State agencies. Standards which have been evolved in this field should aid in handling the difficult question of eligibility.

FAMILIES WHO RECEIVE AID TO DEPENDENT CHILDREN

Nearly 65,500 families were accepted during this period for aid provided on behalf of dependent children. Aid was given to these families for 163,347 children, who ranged from 1 to 18 years in age, with a fairly regular distribution in all age groups. About 142,000 children were white and 19,000 Negro, and all but 592 were native-born. Nearly 21,000 families received aid for 1 dependent child; 18,000 for 2 children; and diminishing numbers, for 3 to 10.

The records for this program outline past experience in which the overwhelming factor has been the disruption of the family by death or other circumstance. Information on the composition of the family was given for 159,000 children. Of these, less than 27,000 were living with both of their own parents; 4,000 were living with their fathers only; and less than 10,000 with relatives other than parents. This last number is small in view of the wide latitude permissible under the Social Security Act in living arrangements of dependent children aided under approved State plans. By far the largest number of children, more than 117,000, were living with their mothers only. The proportion of children who were living with their mothers only, or with other designated relatives, is affected to some extent by the specific provisions in the laws of some States as to the circumstances under which aid may be given to dependent children.

Of the mothers who alone were responsible for the support of their children, 61 percent were widowed; a quarter were deserted, divorced,

or separated; and about 8 percent had husbands in hospitals or penal or correctional institutions. The reports suggest that in about 3,000 additional households the father, while living with the family, was incapacitated. Of the 4,000 children who were living with their fathers only, 2,700 had lost their mothers by death. Under the Social Security Act, Federal funds may be used in aiding children deprived of parental support by reason of the death, continued absence from home, or physical or mental incapacity of a parent. These reports from 29 States and the District of Columbia indicate that in more than half the cases aid has been given because of death of a parent, in about one-fourth because of continued absence from home, and in only one-fifth because of the parent's physical or mental incapacity.

In most States, payments for aid to dependent children are family allowances based upon the size and needs of the family rather than the amounts for individual children toward which Federal funds may be used under the Social Security Act. Half of the whole group of families received $21 or less a month, and half received more than $21, but payments to individual families were spread over a wide range. In the whole group of reporting States, monthly amounts ranged from less than $1 to $140. In 15 States, grants of less than $5 a month were made to families; in all but 3 reporting States, monthly grants of $50 or more were made.

Since the amounts approved for aid to dependent children in a number of States are family allowances in which the State assumes a larger proportion of the total payment than the share for which Federal funds are available under the Social Security Act, there is less supplementation from other relief funds than might be anticipated. Among the 65,500 families accepted for aid to dependent children during this period, 49,000 received no other type of public assistance simultaneously. General relief was received in less than 9,000 cases. Supplementary aid from general relief funds is reported in a larger proportion of cases of aid to dependent children, however, than of cases of old-age assistance.

The cases of 31,088 families receiving aid to dependent children were closed during this period. Nearly one-third were closed because relatives became able to support the family; about one-sixth were transferred to other types of relief; and about one-tenth were closed because the only child reached the maximum age for aid under the State law. All States reported some cases closed because the family had not been eligible for the original payment; these cases totaled 2,765 for 30 jurisdictions reporting. In a few cases, the only dependent child was admitted to an institution; and in a few, the case was closed because of the death of the only child.

INTERRELATIONSHIPS OF PUBLIC ASSISTANCE AND OTHER PUBLIC AID

It is evident that the three types of public assistance are working to a considerable extent not only as means of providing aid to separate groups but also as complementary provisions for different types of need within a single household. This fact sustains recommendations of the Board to the States for integration of the assistance programs in a single agency at both the State and local levels. In each type of assistance, the methods by which the applicant's need is established are essentially the same; each type requires certain specialized services, such as those of medical workers and specialists in family budgeting, which can be provided more economically in an integrated program. Contacts between a central State agency and the localities are maintained more effectively and economically by a field staff familiar with all phases of the public-assistance program. These same ends are promoted by integrated local administration. Marked progress has been obtained in the integration of both State and local services, and it is believed that experience during the past year will promote it still further.

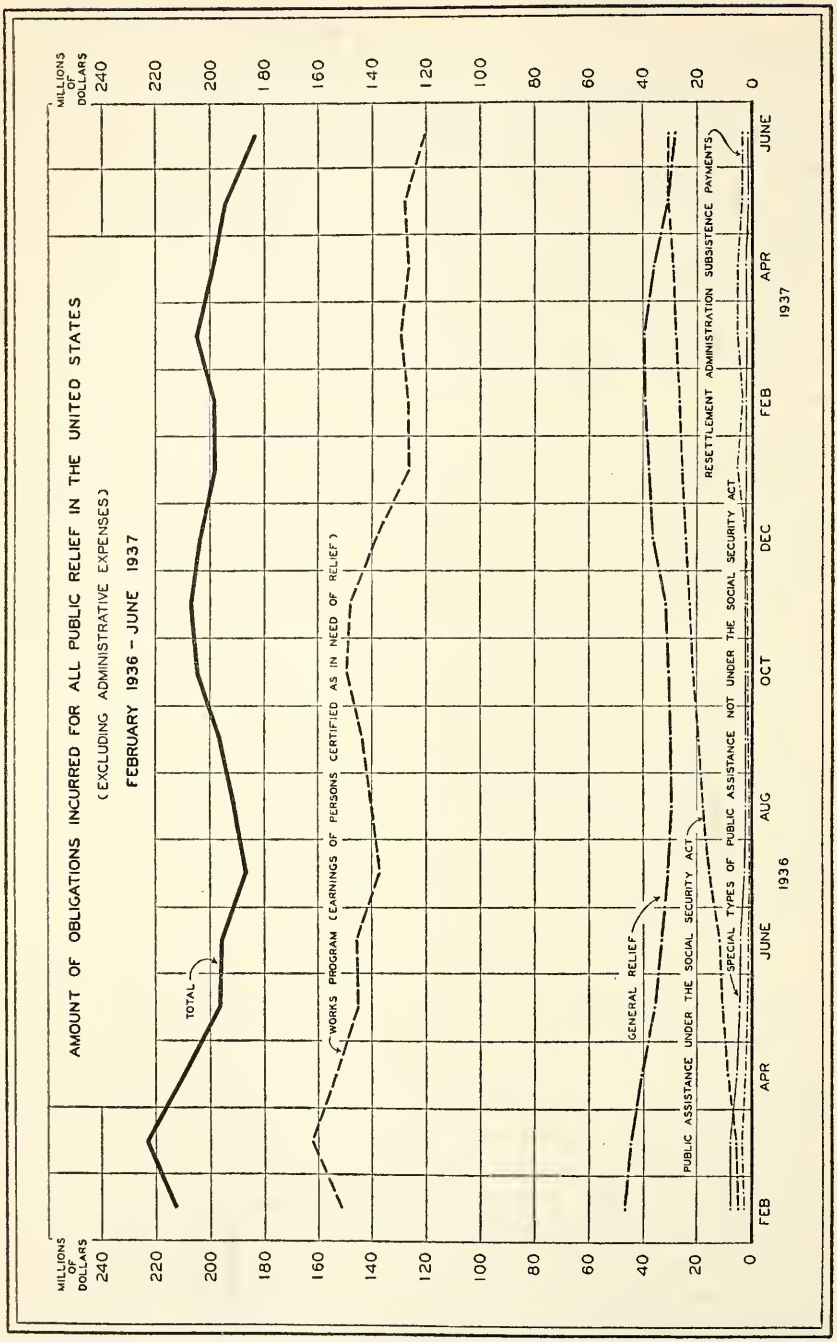
Similar considerations are important in the relationship of the public-assistance programs to the State and local provisions for general relief. Since the withdrawal of the Federal Government from the field of direct relief, facilities have been inadequate in many States for aid to persons who are not able to obtain employment on the Federal Works Program and are not eligible for one of the three types of public assistance under the Social Security Act. The inadequacy of the provisions in most States for aid available to individuals who do not fall within any of these groups raises numerous problems.

The interrelationships between a general relief program and a program for special forms of public assistance are strikingly illustrated in the field of old-age assistance. The States have encountered numerous cases of aged couples, one member of which is above the minimum age for old-age assistance under the State law, while the other is a few years too young to be eligible. The amount of old-age assistance which can be granted to the eligible person usually is not sufficient to meet the needs of both. Unless some type of supplementary assistance from general relief funds is made available, the aged couple is compelled to live on an old-age assistance grant computed on the basis of the needs of only one person. Similar situations have occurred in connection with aid to dependent children and aid to the blind.

When States have asked advice concerning this problem, the Board has pointed out the importance of an adequate general relief program to supplement the programs for special groups. In States in which there was no program for general relief, the staff of the Board has advised the agencies responsible for the three types of public assistance that it may be desirable, when possible, to make allowance for the full amount of certain items of household expenditures, such as rent, fuel, and lighting, in the grant of the person eligible for public assistance. Even when such allowance is made, the absence of adequate provision for general relief has frequently resulted in great hardship, especially in States where there is a fixed maximum limit upon the amount of individual assistance grants.

In States in which the only program for general relief is that of the traditional local poor law, difficulties have sometimes arisen because the relief officer, desiring to conserve local funds, regarded all households in which one of the three types of public assistance was provided as ineligible for local aid, without consideration of other persons in the household whose needs were not being met. In many States, recipients of old-age assistance, aid to the blind, or aid to dependent children are prohibited by State law from receiving other types of public aid. The whole problem of the relationship between general relief and the various public-assistance programs illustrates the need for integration of administrative organization and of policy on both the State and local levels of all the public-assistance and relief activities of the State. In States in which the same State agency and the same local agencies are responsible for both public assistance and general relief, many of these difficulties have been worked out in a satisfactory manner.

Because of these important interrelationships of public-assistance and relief programs, the Board has undertaken responsibility for collecting and compiling reports on general public relief and on public and private relief in selected urban and rural areas. These responsibilities were assumed after consultation with the Central Statistical Board and other Federal agencies, and at the request of these agencies. Through these activities and the courtesy of other Federal departments in permitting inclusion of their data, it has become possible for the Board to conduct the first regular reporting of all public aid provided in the United States in the form of payments to needy individuals. An accompanying chart illustrates the course of these relief and assistance programs through the seventeen months ended June 30, 1937. The amounts of obligations incurred for assistance under these programs are given in appendix table C–4.


AMOUNT OF OBLIGATIONS INCURRED FOR ALL PUBLIC RELIEF IN THE UNITED STATES
(EXCLUDING ADMINISTRATIVE EXPENSES)
FEBRUARY 1936 - JUNE 1937
MILLIONS OF DOLLARS
240
220
200
180
160
140
120
100
80
60
40
20
0
TOTAL
WORKS PROGRAM (EARNINGS OF PERSONS CERTIFIED AS IN NEED OF RELIEF)
GENERAL RELIEF
PUBLIC ASSISTANCE UNDER THE SOCIAL SECURITY ACT
SPECIAL TYPES OF PUBLIC ASSISTANCE NOT UNDER THE SOCIAL SECURITY ACT
RESETTLEMENT ADMINISTRATION SUBSISTENCE PAYMENTS
FEB
APR
JUNE
AUG
OCT
DEC
FEB
APR
JUNE
1936
1937

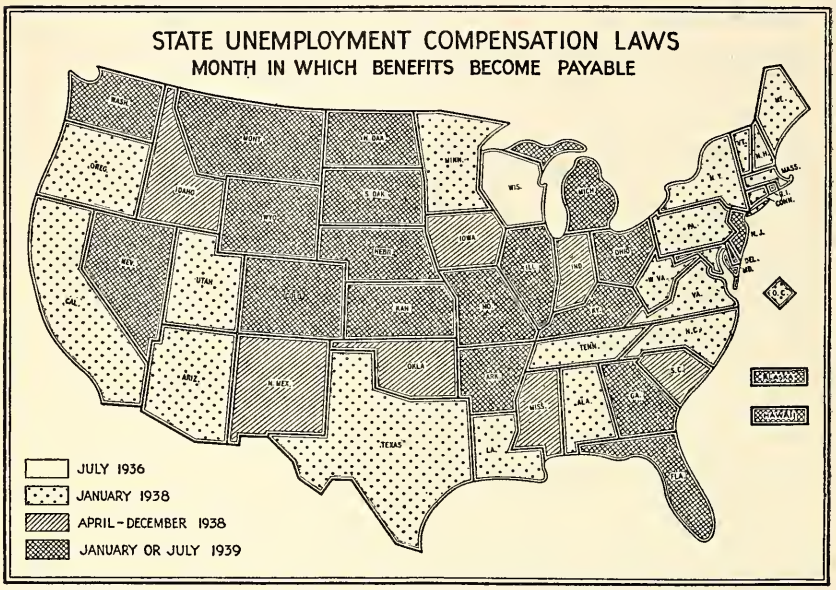
It will be seen from the chart that toward the end of the period total obligations from Federal, State, and local funds for public assistance under the Social Security Act had become greater than those for the general relief provided by States and localities. Though the expense for payments of public assistance under the Social Security Act was rising as State systems got under way and as an increasing number of States entered the program, the level of total public relief to needy individuals from all public funds, including the Works Program, was lower in the later months of the fiscal year 1936–37 than in the same periods of the preceding year. To some extent, there has been a shift from the Works Program and general relief rolls of persons who are entitled to aid under the types of public assistance provided under the Social Security Act. It seems clear, however, from the experience of State agencies working in the public-assistance field, that adequate provision still is lacking for a considerable number of persons whose capacity for self-support has been limited or destroyed by factors such as those recognized in the public-assistance program, yet who, for technical or other reasons, are not able to claim aid of these types. As the social security program develops, important considerations will arise also as to the relation of the public-assistance program to the programs of Federal old-age insurance and unemployment compensation.

The foundation of a sound public-welfare system is being established on what is rapidly becoming a substantially Nation-wide basis. The Federal Government and the States, however, still confront a responsibility to devise means to ensure adequate aid under these provisions to persons equally in need in all parts of the country and to make provision for other groups whose need is not considered or met by existing programs of public aid.

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• IV •

Unemployment Compensation



THE hazard of unemployment is one of the most serious confronting wage earners in an industrial society. Even in good times a large number of employable persons are without jobs. The results of unemployment are devastating to the workers affected and, in times of depression, to the economic system as a whole. Savings are exhausted, health is undermined, living standards decline, buying power is decreased—in short, insecurity, even for those who remain employed, inevitably results. Unemployment compensation is a method of alleviating a part of the distress caused by unemployment. It provides for a fund, built up systematically by contributions of employers and sometimes also of employees. From this fund a definite income is guaranteed, for a specified period after he becomes unemployed, to the insured worker who has lost his job through no fault of his own. Wage losses due to unemployment are shared by this fund and by the

unemployed wage earners, since an individual is not eligible for benefits until he has been without work for a given waiting period and receives as weekly benefits only a percentage of his usual wages. The system distributes the loss due to relatively brief periods of unemployment—the most common type of unemployment in ordinary times.

The Social Security Act establishes a Federal-State system of unemployment compensation which leaves it to the States to initiate legislation and permits them wide latitude with regard to the type of law for which they may obtain Federal cooperation. Title IX of the act levies a pay-roll tax on certain employers throughout the United States. Against this tax, employers in States with unemployment compensation laws approved by the Social Security Board are allowed to credit, as an offset, their contributions to State unemployment funds, up to a maximum of 90 percent of the Federal tax. Under title III of the act, provision is made whereby the cost of administering State unemployment compensation laws may be paid by the Federal Government after these laws have been approved by the Social Security Board. The effect of these two provisions has been to stimulate State unemployment compensation legislation to a marked degree.

At the opening of the fiscal year 1936–37, 10 States[1] and the District of Columbia had unemployment compensation laws which had been approved by the Social Security Board under title IX of the act. At its close, all 48 States, the District of Columbia, Alaska, and Hawaii had enacted laws, and all but 2, recently enacted, had been approved.[2] This rapid progress in the adoption of legislation is all the more striking when it is recalled that only one State law had been passed prior to 1935.

FUNCTIONS OF THE BOARD IN UNEMPLOYMENT COMPENSATION

The participation of the Social Security Board in the unemployment compensation program has its foundation in titles III and IX of the Social Security Act. In order to make sure that State legislation fulfills the broad purposes of the act, title IX sets up certain general standards which must be met if employers within the State are to be allowed the credit offset against the Federal tax. Upon the Social Security Board is placed the responsibility for deciding whether or not the several State laws meet these requirements, and for certifying that fact to the Treasury Department. During the fiscal

[1] Alabama, California, Indiana, Massachusetts, Mississippi, New Hampshire, New York, Oregon, Rhode Island, and Wisconsin. Laws passed in 1935 in Utah and Washington were subsequently replaced by other legislation in this field. See appendix table D–1.

[2] During July 1937 these 2 were approved.

year, the Board examined and gave formal approval to 38 laws and, in addition, passed upon numerous amendments to laws which were already approved.

Under title III, broad standards are specified as to the nature and administration of State unemployment compensation legislation. When the Board finds that these conditions have been met, it certifies grants to States to cover their necessary costs of administration, in amounts depending on the population of the State, the estimated coverage of the law, and such other factors as the Board finds relevant. Grants totaling $9,074,788.30 were certified by the Board for the administration of unemployment compensation laws in 45 States, the District of Columbia, and Alaska during the fiscal year.

From the responsibilities laid upon the Board by these two titles of the act and from the requests of the States for advice and assistance in the formulation and establishment of their own programs have grown the various services provided by the Board to the States in the field of unemployment compensation. The Board has not been content to take a narrow view of its duties. It has responded to the many requests of the States for advice in drafting legislation and in setting up administrative organizations. Draft bills outlining different types of laws and procedures which are consonant with the Social Security Act have been prepared by the staff of the Board and revised several times to incorporate the results of further analysis of the intricate technical problems involved in such legislation. Since these draft bills are intended to reflect well-informed opinion among the public, employers, and employees, as well as Federal and State personnel, the advice of these groups has been sought and freely drawn upon.

The Board also has made its staff available, on request, to assist States in working out the details of their legislation and administrative procedures, in setting up personnel standards and training programs, in drafting regulations, in preparation of budgets, and the like. These and other activities relating to unemployment compensation are delegated to the Bureau of Unemployment Compensation, which collaborates in certain of them with the Office of the General Counsel; the Bureaus of Accounts and Audits, Business Management, and Research and Statistics, and the Informational Service.

It became evident early in the development of the Federal-State unemployment compensation program that an exchange of current experience and information among the States was essential. The staff of the Board has assembled information on State laws and operations and has made this information available to the States through regular reports and correspondence. It has also assumed responsibility for the collection, analysis, and codification of Treasury decisions and

rulings, State interpretative decisions and regulations, opinions of attorneys general, benefits-claims decisions, and other relevant material.

ESTABLISHING UNEMPLOYMENT COMPENSATION

After the enactment of a State unemployment compensation law, there remains the infinitely more complicated process of setting up an administrative system and procedures which will make its provisions a reality. The legislative framework of unemployment compensation determines broad matters of policy and establishes the general patterns to which the administrative arrangements must conform. While the patterns set by the 51 unemployment compensation laws exhibit a considerable degree of uniformity in some respects, they differ widely in other important provisions. The major provisions of the several State laws are summarized in table D–2 of the appendix.

COVERAGE

Since no type of unemployment compensation law can attempt to offer protection to the entire working population, the groups to be included and excluded must be definitely specified. Wide variations exist in the provisions of State laws relating to coverage, particularly as to the size of firms included. A majority of the States have a provision similar to that of the Social Security Act on this point, covering employers of eight or more. Nearly half, however, have extended coverage to include smaller concerns. Under the State laws (as amended up to August 31, 1937) in 1938, 10 States are to cover employers of 1 or more; 9, employers of 4 or more; 2, employers of 3 or more; while 1 State includes employers of 5 or more and 1 other, employers of 7 or more. In some States, coverage has been extended also to include occupational groups excepted by title IX of the Social Security Act. The District of Columbia does not exclude agricultural labor. In the State of New York, domestic service in a private home is covered if as many as four domestic workers are employed. Another type of variation occurs in the laws of Wisconsin and Alabama, which do not cover railroad workers in interstate commerce; and there are other less important variations in occupational coverage.

The determination of coverage is a continuing process. Numerous technical problems must be solved by the administrative organization. There are certain types of employment, for example, in which the employer-employee relationship is not clear, and others in which occupational distinctions are difficult to draw. The States have recognized the need for uniformity in the handling of these problems, within the limits possible under the varying provisions of their laws and with reference to the rulings of the Bureau of Internal Revenue

on similar matters. Questions of coverage have been discussed at several interstate conferences, and each State has been kept informed concerning the regulations of all other States through these conferences and through the services for clearance of information provided by the Board.

Until State laws are more fully in operation and reporting systems more completely established, it is not possible to give for the entire country comparable figures for the number of workers covered by State unemployment compensation laws. Table D–3 in the appendix gives the estimated number of workers engaged in mid-June 1937 in employment covered by laws enacted by the close of that month. These estimates, therefore, indicate the volume of covered employment at a particular date and are not estimates of the total number of covered workers. They do not include all workers whose usual occupation is an employment covered by a State law or all who by the given date had acquired, or were acquiring, rights toward benefits by reason of prior covered employment. As State systems are more fully developed, State reports will become available.

FINANCING STATE UNEMPLOYMENT COMPENSATION

A brief account of the way in which the unemployment compensation program is financed was presented in the First Annual Report of the Board. The arrangements there described have come into fuller operation as additional State laws have been passed.

There is little variation in the provisions of State unemployment compensation laws relating to contributions. In all except five of the laws, the employer's contribution is fixed at the rate of 1.8 percent of pay rolls for the year 1937 [3]; and in all but three, at 2.7 percent for 1938 and thereafter. These rates allow employers the maximum 90-percent credit against the Federal tax of 2 percent of pay rolls in 1937 and 3 percent in 1938. Most of the State laws make no provision for employee contributions. Employee contributions were required for 1937 in Alabama, California, Kentucky, Louisiana, Massachusetts, and Rhode Island, and for a part of 1937 in Idaho, Indiana, and New Hampshire. The rates of employee contributions range from ½ of 1 percent to 1.5 percent of wages, and, in addition, certain States limit the individual wage subject to employee contribution.

Under the provisions of the Social Security Act, contributions paid into State unemployment compensation funds in States with approved laws must be turned over to the unemployment trust fund in the Federal Treasury, where they are held in separate accounts to the credit of each State agency until requisitioned for payment of benefits.

[3] In one of these five, New Hampshire, the tax rate was changed to 1.8 percent as of October 1, 1937.

By the end of the fiscal year, this fund contained a total of $313,602,561.52, which represented $311,773,678.66 in deposits from 35 States and the District of Columbia and $2,828,882.86 in interest credited to the States, less $1,000,000 withdrawn by Wisconsin for benefit payments.

Certain of the financial provisions of State unemployment compensation laws have been widely discussed. Among these is the fundamental question whether all contributions shall be pooled in one fund or held in separate accounts as the reserves of individual employers. Advocates of the pooled fund maintain that the most important aim of an unemployment compensation system is to afford the greatest possible protection against unemployment by distributing the risk. Advocates of the employer-reserve type of fund place greater emphasis on stabilization of employment as an objective of the system. They argue that the employer will do everything in his power to prevent unemployment if he has to pay for it. A third group believes that the best features of both types of fund can be combined in a plan which provides for a pooled fund with provisions for merit rating whereby contribution rates are adjusted according to the record of unemployment of particular plants or industries.

The Social Security Act leaves this question to the States; State laws may provide either employer-reserve funds, pooled funds, or combinations of these two types, and in addition employers may adopt systems of guaranteed employment. Wisconsin and Nebraska have established the employer-reserve type of fund, providing, however, that interest earned by the reserves and funds from terminated accounts be placed in a State pool from which, under certain conditions, benefits may be paid to supplement those from employer-reserve accounts. Indiana, Kentucky, South Dakota, and Oregon have a combination of employer-reserve accounts with pooling. Vermont employers may elect to participate in a pooled fund or to set up separate reserve accounts. A pooled fund, with adjustment of contribution rates for employers whose employment experience has met certain requirements as to stability, has been adopted in 31 States, the District of Columbia, and Alaska. In addition, the laws of several States make provision for study of measures of this type.

Another group of problems has centered around the methods of collecting contributions and setting up administrative records. These have included such questions as the frequency of collecting contributions, the wage base upon which they are to be computed, and methods of pay-roll reporting. The collection and maintenance of wage records for individual employees are particularly important, since these must serve later as the basis for benefits. Some have

felt that there was no reason to require a wage report to the unemployment compensation agency until an employee's connection with a given employer was severed. Others have felt that a running record of wages paid to employees should be maintained by the unemployment compensation agency. A third group favors a combination of these methods in which employers who can meet certain tests of stability of employment are allowed to report at severance, and others are required to file periodic reports of wages paid to each employee. The Board has issued a statement advising that the severance-report method should be permitted only when certain prerequisites are met. It is not believed that complete answers have been found for these questions. The State agencies and the Board are continuing to study these and other related problems. Methods and procedures are being steadily improved as experience accumulates.

BENEFITS UNDER UNEMPLOYMENT COMPENSATION LAWS

The Social Security Act requires that no benefits shall be paid under an approved State law until two years after the first day with respect to which contributions become payable. Under this requirement, Wisconsin is the only State in which benefits are now being paid. During the period July 1936 through June 1937, $965,783.94 was paid in benefits in that State. Particulars as to benefits and other data concerning this first American experience in unemployment compensation will be found in tables D–7, D–8, and D–9 in the appendix. Beginning in January 1938, benefits will become payable in 21 other States and in the District of Columbia.

In most State laws, the rate of benefit is set at 50 percent of full-time weekly wages, using as a base either the most recent normal full-time weekly wage or an average of earnings over a period of time. In the District of Columbia, benefits are set at 40 percent of the weekly wage, with additional allowance for workers' dependents up to a maximum of 65 percent of wages. With only two exceptions, State laws set a maximum of $15 a week on benefit payments; Michigan and Wyoming set $16 and $18, respectively. The usual minimum is $5 a week or three-fourths of the wage, whichever is the lesser; 14 States set a higher minimum, extending in one case to $8 a week or three-fourths of the wage, whichever is the lesser.

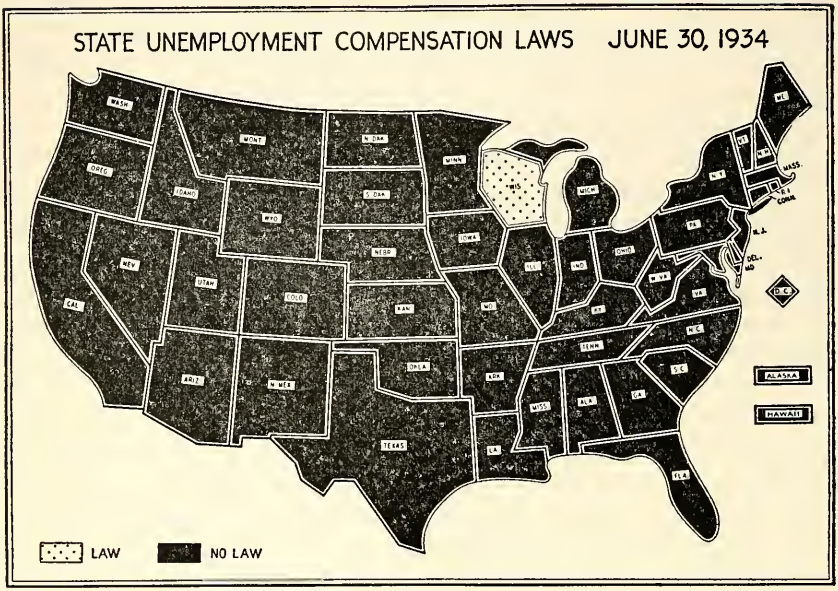
In most States, the total amounts which can be paid in benefits to a worker during a 52-week period range from 12 to 20 times his weekly benefit rate, or a fraction, usually one-sixth, of his earnings over a given period on which contributions have been paid, whichever is the lesser. In a few States, the period over which benefits may be paid depends not on past earnings but on the weeks of employment credited to a worker. Many States provide also for payment of

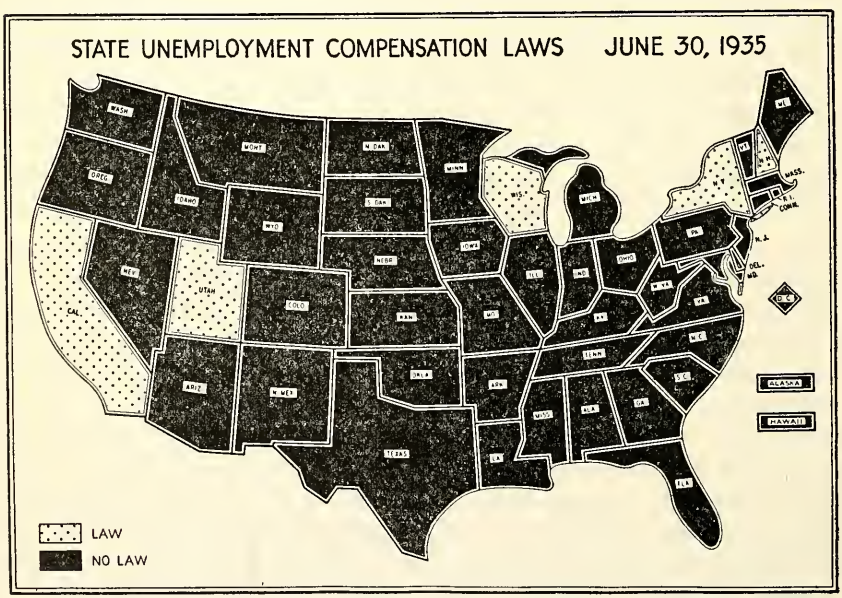
partial benefits to workers who have experienced a specified reduction in earnings and are working less than full-time hours. Massachusetts, Montana, Nebraska, and New Jersey make no such provision for compensation for partial unemployment; and Kentucky, New York, and Pennsylvania make provision for study only.

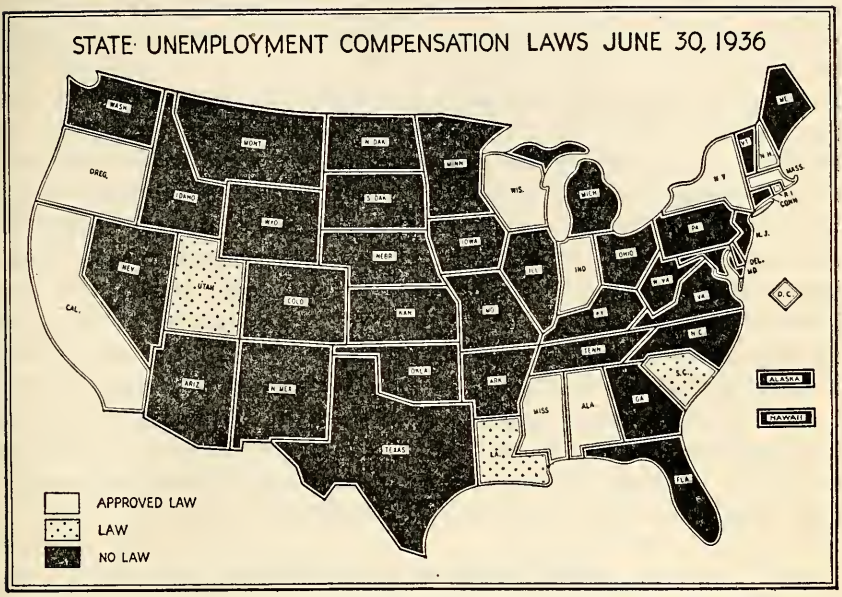
What proportion of those who become eligible for benefits will receive the maximum amount is at present hard to determine. The worker who is ordinarily steadily employed throughout the year will accumulate rights to a full number of weeks of benefits allowed under his State law. Under five laws, a worker who loses his job after a long period of steady employment may be eligible for extended benefits for an additional period. The worker with less regular employment, however, will be unlikely to qualify for the maximum number of weeks of benefits in any year, since his aggregate earnings or weeks of credited employment in previous periods will tend to be low. The problem of providing a means of subsistence for unemployed workers who have exhausted their rights to benefits or who have been unable to accumulate benefit rights, and the related problem of the integration of unemployment compensation with supplementary relief and work relief, will continue to demand the attention of the States and the Federal Government.

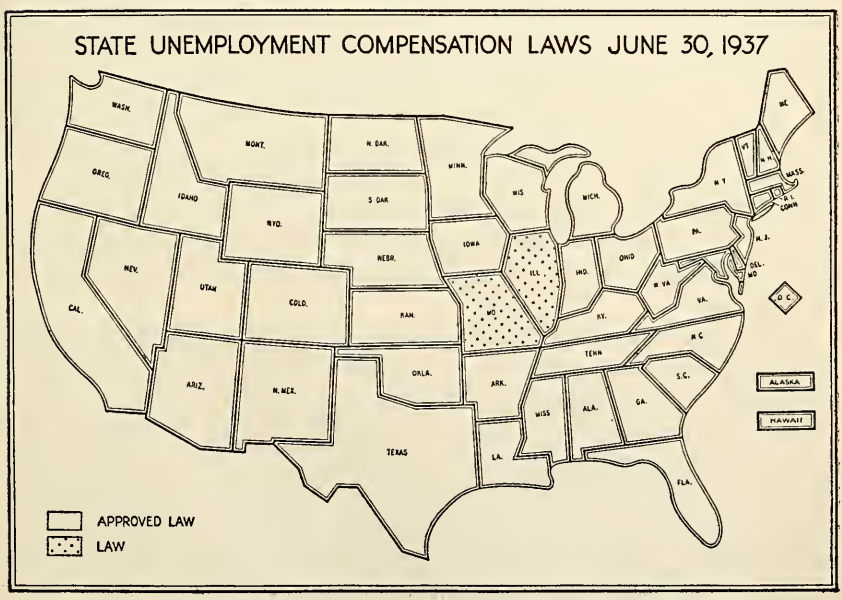
Before a worker is eligible to receive benefits, he must have satisfied certain requirements both as to past experience and present status. In eight States, the worker must have been credited with a specified number of weeks of employment ranging from 4 to 20 weeks within a period of 52. In the remaining States, the worker must have been credited with a specified amount of earnings ranging from 12 to 24 times the weekly benefit amount, or a specified flat sum.

There is little uniformity in the length of the waiting period which must elapse between the date when the unemployed worker first registers, or otherwise gives notice of unemployment, and the date with respect to which benefits are first payable. Where provision is made for payment of partial benefits, various types of arrangements are made in regard to the waiting period. Ordinarily, 2 weeks of waiting in the case of partial unemployment are equal to 1 week of waiting in the case of total unemployment, and weeks accumulated for either may be credited for the other. Massachusetts requires a waiting period of 3 successive weeks in 52; New York, 3 weeks, but not more than 5 weeks, in 52; Florida, Kentucky, and Vermont, 3 weeks in 26. Seven States require 3 weeks in the 13 weeks preceding payment of benefits, and 30 States require 2 weeks in the 13 weeks preceding, with various provisions as to the maximum number of weeks of waiting within 52.


STATE UNEMPLOYMENT COMPENSATION LAWS JUNE 30, 1934
WASH
ORE.
CAL.
IDAHO
NEV.
MONT.
UTAH
ARIZ.
WYO.
COLO.
N. MEX.
N. DAK.
S. DAK.
NEBR.
KANS.
OKLA.
TEXAS
MINN.
IOWA
MO.
ARK.
LA.
WIS.
ILL.
MICH.
IND.
OHIO
KY.
TENN.
MISS.
ALA.
GA.
FLA.
S. C.
N. C.
VA.
W. VA.
PA.
N. Y.
MD.
DEL.
N. J.
CONN.
R. I.
MASS.
VT.
N. H.
ME
D. C.
ALASKA
HAWAII
LAW
NO LAW


STATE UNEMPLOYMENT COMPENSATION LAWS JUNE 30, 1935
WASH.
ORE.
CAL.
IDAHO
NEV.
MONT.
UTAH
ARIZ.
WYO.
COLO.
N. MEX.
N. DAK.
S. DAK.
NEBR.
KANS.
OKLA.
TEXAS
MINN.
IOWA
MO.
ARK.
LA.
WIS.
ILL.
MICH.
IND.
OHIO
KY.
TENN.
MISS.
ALA.
GA.
FLA.
S. C.
N. C.
VA.
W. VA.
PA.
N. Y.
MD.
DEL.
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STATE UNEMPLOYMENT COMPENSATION LAWS JUNE 30, 1936
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A worker otherwise eligible to receive benefits may be penalized or disqualified in certain circumstances. All States except Pennsylvania provide that the waiting period shall be increased for discharge for misconduct. In Mississippi and Washington, in fact, no benefits are payable during the period of unemployment following such discharge. New York requires a 10-week waiting period instead of the usual 3 weeks; and 18 States require, in addition to the ordinary waiting period, the week of discharge and the 1 to 9 following weeks. Various disqualifications are made for workers who leave their jobs voluntarily or, when out of work, refuse suitable employment. In 37 States, benefits are not payable for weeks of unemployment due to a labor dispute in the establishment where a person is or was last employed, unless neither the individual nor any of his grade or class is participating in, financing, or directly interested in the dispute. Careful thought must be given in the administration of provisions for disqualification to ensure interpretations just to both worker and employer, especially in instances where employers' contribution rates are related directly to experience in individual plants.

BENEFIT-PAYMENT PROCEDURES

Procedures for payment of benefits are closely linked with the statutory and administrative provisions described above. With the approach of January 1938, when benefits become payable in 21 States and the District of Columbia, the problem of planning these procedures has been of vital importance. The Board has endeavored to assist the States in finding solutions to this problem by making its staff available on request and by conducting studies of different methods and procedures. Consideration has been given to benefit-payment procedures in Wisconsin and in European countries, with a view to making use of such experience in formulating procedures adapted to the requirements of the Social Security Act and to conditions in the various States.

Among the more important decisions to be made are those relating to the degree of centralization of administration. Should determination of a worker's eligibility to benefits and of the benefit amount be made in the central office or in local offices? Should the central office review all claims to benefit or only contested cases? Should checks be mailed or delivered to the workers at the local employment offices where they make their claims for benefits and register for employment? During the first three months of the study of procedures, attention was centered on the development of a broad outline for paying benefits for total unemployment under the most usual conditions. Although considerable progress has been made in

these studies, many problems in the drafting of benefit procedures remain to be solved, including those raised by multi-State employment, mass lay-offs, payments in isolated areas, and appeals procedures.

ADMINISTERING UNEMPLOYMENT COMPENSATION

It is important that the administration of this new program should be coordinated with that of other labor legislation. This objective has been realized in the States in a variety of ways. In 24 States, unemployment compensation is administered by an agency in a State department administering other labor legislation, usually the department of labor, and in 3 other cases by an independent commission which has as one member the head of the department of labor. In one case the program is administered by a division of the department of the treasury, and in another by a division of a department of social security. In 22 States, the unemployment compensation agency is independent of other administrative agencies.

Cooperation in the most essential activities is provided for in every case by the close coordination of the unemployment compensation program and the State employment service. One of the requirements for the approval of State laws under title IX is that "all benefits shall be paid through public employment offices or such other agencies as the Board may approve." This task will greatly increase the work of the State employment offices. In addition to their present duties, they become responsible for the registration of unemployed workers who claim benefits; for ascertaining that the applicant is continuously available for employment; and for an increased volume of placement activities. It follows that the employment offices must be expanded and that the employment service and the unemployment compensation agencies must coordinate their activities. This objective is being achieved on both a State and a Federal basis.

In all but two jurisdictions the administration of unemployment compensation and the operation of the public employment service are in the hands of the same agency. An agreement, signed on March 30, 1937, by the Secretary of Labor and the Chairman of the Social Security Board, provides for joint action in assisting the States in the administration of their employment services as an integral part of the State unemployment compensation system and for a coordinating committee to integrate the Federal programs. The Board has adopted a policy which requires the States, as a condition for the certification of grants for unemployment compensation administration, to make provision for the employment service in an amount equal to the total amount available to the State upon acceptance of

the Wagner-Peyser Act and upon matching by the State of its maximum annual apportionment under that act. To supplement these amounts, the Board will make grants of additional sums required by the employment service as a result of the added duties placed upon it by the unemployment compensation program established under the Social Security Act.

PERSONNEL AND MANAGEMENT

The problem of recruiting staffs for the administration of unemployment compensation has been difficult, since the field is new and there are few sources of trained or experienced personnel. Many States are without civil-service laws. The Board has urged the establishment of merit systems for selecting the personnel of State agencies, and 19 States have included in their laws the provision that the agency shall establish minimum standards and hold, or provide for holding, examinations. In several of these a comprehensive merit system is taking shape.

In this field, as in the planning of legislation, the Board has worked in close cooperation with the States. It has been found that the Board is unable to make intelligent determination of the proper administrative grants to States until it knows the nature of the work, the duties, and the responsibilities of the proposed personnel. States which had no such provision were requested to establish a classification plan for the organization. A manual outlining a plan of personnel procedure was prepared for use in the States.

JOINT ACTION ON INTERSTATE PROBLEMS

Under a program of State legislation on a national scale, many questions are bound to arise from differences in provisions of the various State laws. There has been definite recognition by the States and the Board of the need for uniformity in handling certain problems and for a medium for interchange of experience. From this recognition there developed, early in 1936, the practice by State administrators of meeting in conference for the purpose of discussing common problems. Out of these meetings there has developed a formal organization known as the Interstate Conference of Unemployment Compensation Administrators.

National meetings were held in New Hampshire in July 1936; in Wisconsin in October 1936; and in Washington, D. C., in March 1937. Several supplementary regional meetings also were held. The programs included study and discussion on the subjects of interstate coverage and reciprocal compacts; liability; contribution and benefit-payment procedures; selection and promotion of personnel on a merit

basis; public-relations policies; unification of compensation and placement in the State agency; basic statistical data in unemployment compensation administration; and accounting and recordkeeping procedures. The meetings were attended by the executive and technical staffs of the State agencies and by members of the staff of the Board. The conference has six standing committees, composed of members from each region, to consider, respectively, organization; employment service; legal affairs; personnel standards; research and statistics; and accounts, records, and reports. Similar committees have been set up in each region.

Among important problems considered by the conference is that of interstate and multi-State workers. Soon after the States began to collect contributions, difficulties arose as to the coverage of employees who work in more than one State for the same employer. The Legal Affairs Committee of the Interstate Conference, in cooperation with the Bureau of Unemployment Compensation and the Office of the General Counsel, prepared a definition of employment which has been adopted by most States and which has practically eliminated the duplication of coverage of such workers.

A similar problem has arisen in connection with railroad workers who are transferred temporarily from one division of the road to another. The railroads sought a rule under which workers who are transferred to a division in another State would still remain covered by the State of their divisional headquarters. There was formulated what is called the "freezing" rule, which was discussed at the Interstate Conference in Washington in March and which is to come before the conference in October 1937.

Plans for the payment of benefits to workers who have accumulated rights to benefits in more than one State have been worked out tentatively by a committee of the Interstate Conference and the Board. It is hoped that an interstate compact embodying these provisions may be adopted in time to go into effect when benefit payments begin in a large number of States in January 1938.

FUTURE DEVELOPMENTS IN UNEMPLOYMENT COMPENSATION

The events of the past fiscal year which have been outlined in preceding pages mark the opening of a new chapter in the social history of this country. Through a great diversity of means, a Nation-wide start has been made to cope with the complex question of wage loss due to unemployment. Throughout various of the State laws there also runs the purpose of combining that aim, to a greater or lesser degree, with the objective of stabilizing employment. This latter purpose at least implies that unemployment may be influenced or controlled

by individual employers. Analogies have been drawn between workmen's compensation, under which wage earners are compensated for industrial injuries or disease, and unemployment compensation, to the effect that the latter may prove as useful as workmen's compensation has proved in helping to prevent the losses for which workers are compensated. This dual aim has little precedent in the history of social insurance in other countries and may be regarded as a distinctively American development. The diversity of provisions which is possible under this Federal-State system permits a range of experience from which, with time, it should be possible to judge the relative values of the differing plans

A Federal-State system, in turn, gives rise to problems to which allusion has been made in earlier pages. Industrial and other currents sweep employment back and forth across State borders. The resulting difficulties in administration are multiplied by the diversity of State laws. An indication already has been given of methods, such as interstate conferences and compacts, through which solution of certain of these problems has been found or is being sought. Concern has been expressed in some quarters as to whether, under a State-by-State system, the solvency of unemployment compensation funds is as well protected as might be the case under a single national fund. This question is being carefully studied, and it is confidently believed that safeguards can be established. Among the possibilities, for example, is that of establishing a secondary reserve to be drawn on in the event that a State fund should be depleted. Experience in unemployment compensation should serve to elucidate factors important not only to an understanding of industrial processes in this country, but also to the development of functions of government in both national and State spheres.

Other considerations arise from the industrial process itself. Questions of the various types of relationships which constitute employment, of seasonal labor, of part-time employment, and the like, bulk large in this field as in other aspects of labor legislation. There is also the basic relationship between unemployment compensation and the economic structure of which it now becomes a part—the relationship between business cycles and the amounts deposited by the States in the unemployment trust fund, and the relationship of provisions under this program to those required by major or prolonged periods of depression. A third basic question is involved in the relationship of the unemployment compensation program to other measures of government and to activities of labor which have a common aim in promoting the security of wage earners.

Even tentative answers to most of this wide range of fundamental

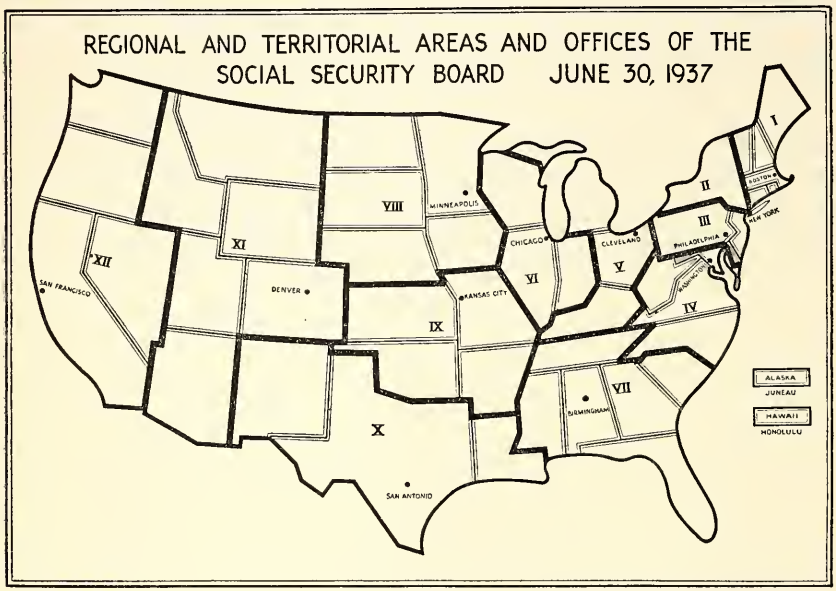
questions must await further experience. The Board is studying both the development of the program and its relationship to the setting in and by which it exists. With actual payment of benefits in an increasing number of States, a growing body of concrete data will be available to inform these types of analysis and research.

During the fiscal year 1936–37, major concentration of efforts necessarily was directed to the inauguration of operations under the program, and this course must continue for some time to come. It is possible that the 38 State laws enacted in the past fiscal year represent as momentous a body of social legislation as ever has been recorded in the United States in so brief a period. To set up, within another brief period, the machinery for operation of the laws is a challenge to the States, to industry and labor, and to the Federal Government. In this, as in other aspects of the social security program, the record of the past fiscal year indicates that the challenge has been accepted.

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Integrating the Work of the Board



THE administration of the social security program involves more than carrying out a series of specific provisions against particular hazards such as old age or unemployment. Certain lines of administration and research cut across the whole range of activities for which the Social Security Board is responsible. Among these functions, which tend to knit the various parts of the program into an integrated whole, are those ascribed to the Office of the Executive Director, the Office of the General Counsel, the Office of the Actuary, the Bureau of Accounts and Audits, the Bureau of Business Management, the Bureau of Research and Statistics, and the Informational Service.

COORDINATION AND MANAGEMENT

Integration of the work of the Board is centered in the Office of the Executive Director. The responsibilities of this Office include

the general supervision of the work of all bureaus and offices of the Social Security Board and the direction of the twelve regional and two Territorial offices; the assembly, review, and preparation of materials for the consideration of the Board; the preparation of a financial program for the Board and the control of financial operations; and the conduct of administrative relationships with the States and with agencies of the Federal Government. The Executive Director is responsible for the uniform application to the operations of the several bureaus and offices of policies which have been formulated by the Board. Through this Office the Board exercises control over, and coordinates and integrates, the activities of the administrative organization as a whole. While responsibility for these functions is centered in the Board through the Office of the Executive Director, performance is delegated in most cases to one or more of the service bureaus of the Board or to the regional offices.

The regional offices have been established with a view to decentralizing the Board's activities and its relationships with State and Territorial agencies. These offices provide requisite services to cooperating State agencies, coordinate activities of the Board in their respective areas, furnish information to individuals affected by the Social Security Act, and supervise the field offices, which carry on local administration of Federal old-age insurance. Each regional office is in charge of a regional director, who is the official representative of the Board within the region and is responsible to the Executive Director for the administrative efficiency of all Board activities in the area. Regional offices serve as headquarters for the regional staff of attorneys, accountants, statisticians, and specialists in public assistance, unemployment compensation, and old-age insurance, who act as consultants to States at their request or administer specific activities of the Board in the area. The field offices of the Board, under the general administrative supervision of the regional directors, are responsible to the Director of the Bureau of Old-Age Insurance and to the Board for the proper conduct of all matters pertaining to title II of the Social Security Act in their designated service areas.

FINANCIAL ACTIVITIES

The task of applying the fiscal policies of the Board, and of coordinating its financial operations with the regulations and policies of the Bureau of the Budget, the Treasury Department, and the General Accounting Office, is performed by the Bureau of Accounts and Audits. Through this Bureau, the Board maintains accounting and auditing control over its own financial operations and over payments made in States under programs for which Federal funds have been

granted for unemployment compensation administration, old-age assistance, aid to the blind, and aid to dependent children. In these latter fields, as in all its relations with the States, the Board requires only such financial restrictions, and exercises only such accounting control, as will ensure reasonable compliance with the fundamental objectives and provisions of the several titles of the Social Security Act. The application of even the minimum requirements entails a large volume of work. For example, during the fiscal year it involved the review of fiscal provisions in 130 State plans and amendments under the public-assistance program alone, and the verification of approximately 20,000,000 payments to more than 1,800,000 beneficiaries under approved State plans.

In addition to detailed auditing of public-assistance and unemployment compensation expenditures, the Bureau of Accounts and Audits maintains a constructive accounting service to ensure the adoption under State plans of proper operating accounting systems and procedures. This involves analyzing and reporting on State laws from a financial standpoint; advising State agencies, at their request, in respect to the development or improvement of accounting systems; devising reporting systems to ensure the flow of desired financial information, and coordinating such systems with the administrative operations of the State agencies; preparing manuals and instructions for the use of State agencies; and making periodic reports on the status of accounting facilities in State agencies.

PERSONNEL AND BUSINESS MANAGEMENT

Administrative and coordinating functions of the Board which have to do with personnel, office space, property and supplies, correspondence, travel arrangements, and the like, are performed by the Bureau of Business Management. The selection and recruitment of an adequate staff to meet the expanding needs of the Board has constituted a problem of considerable magnitude during a period in which total personnel increased from less than 750 to 5,748. The latter figure, reached at the end of the fiscal year, included a large number of temporary employees engaged in the establishment of Federal old-age insurance.

The Social Security Board is the first Federal agency of its size to be organized with all employees appointed under the classified civil service or approved by the Civil Service Commission as experts or attorneys. Under the act, experts and attorneys need not be recruited from civil-service registers; upon the request of the Board, the Civil Service Commission consented to pass on the positions designated as expert and on the qualifications of individuals selected

to fill these positions and those of attorneys. This provision of the act served a useful purpose in the initial stages of the Board's organization by permitting the rapid recruitment of specialists of high caliber in fields in which no existing civil-service registers were available. That the need for such a provision has diminished as the Board became more fully organized is indicated by the fact that appointments under the provision constituted less than 2½ percent of all appointments made during the fiscal year.

The need for this provision has diminished also as a result of the establishment of new civil-service registers. At the request of the Board, the Civil Service Commission held examinations during the year for various grades of administrative personnel, legislative reference librarian, assistant chief of mechanical section, Informational Service representatives, and technical analysts in unemployment compensation. At the request of the Board and other agencies, examinations for actuarial mathematicians and social-science analysts were also held.

The Board established a policy of investigating the employment record and character before appointment and of following up appointees during the initial months of service. The necessity for internal transfers and promotions to utilize the abilities of employees to the fullest and to develop a career service has been recognized. In the development of personnel records and statistics, effort has been made to provide a ready means of obtaining full information regarding employees' qualifications for placement purposes.

The recruitment of an adequate staff is only one phase of the problem of personnel. There remains the necessity to provide for that staff the basic and technical training essential to the efficient administration of the Board's activities. A training program is especially important in the circumstances which confronted the Board in its organization of services for which there could be few applicants with a background of specific experience. During the fiscal year, more than 3,500 members of the staff attended one or more of the training courses provided by the Board. Toward the end of the fiscal year, training activities were centralized in a training division of the Bureau of Business Management.

The provision of office space to house the activities of the Board continued to be a major problem during the fiscal year. Despite the fact that the Board was able to contract for additional space both in the regional areas and in Washington, the need for more adequate quarters is still urgent. A large part of the Board's staff is still located in offices which were leased temporarily in Baltimore, and the Washington staff is housed in widely separated buildings, many of which were not

planned for activities of the type for which they now are used. These conditions complicate the coordination of activities and the maintenance of effective working relationships among the several divisions, make communication difficult, and entail services which otherwise might be unnecessary. The Board believes it will not be possible to attain maximum efficiency of personnel and economy of operation until the present adverse conditions are rectified, preferably by an arrangement which permits coordination in one building of all activities of the headquarters staff.

LEGAL ACTIVITIES

Another group of functions which relate to all phases of the activities of the Board are performed by the Office of the General Counsel.

The staff of this Office prepares or reviews regulations and rulings affecting the rights of individuals to receive benefits under title II, and as an incident to that work maintains as close a contact as possible with the Treasury Department. This work includes interpretations of the law with respect to the duties and jurisdiction of the Board. The volume of this work has increased substantially as the number of claims for benefits has grown.

Another phase of the work includes review of State legislation submitted to the Board for approval under the Social Security Act. The staff assists States, at their request, in the preparation or amendment of State legislation for assistance to the aged, to dependent children, and to the blind, and for unemployment compensation. This Office also passes upon the legality of proposed grants to the States under the several titles of the act, and advises the Board with respect to the legality of administrative procedures.

The Office of the General Counsel also has cooperated in the preparation of briefs and arguments in defense of the constitutionality of the Social Security Act and has cooperated, upon request, in defense of State unemployment compensation laws. The staff has collaborated closely with the Department of Justice and with State officers; has joined in the preparation of briefs and other material for use in such litigation; and has consulted frequently with the officers conducting such cases. Since the conclusion of the principal constitutional litigation, similar cooperation has been developed with the States in the growing number of cases relating to coverage of unemployment compensation laws.

The General Counsel's Office is charged also with the drafting of proposed amendments to the Social Security Act, and with advice to the Board with respect to the legal aspects of administrative and business problems.

RESEARCH, ANALYSIS, AND PLANNING

Substantially all phases of the administration of the Social Security Act involve the necessity for analysis and research. The act provides that the Board shall have "the duty of studying and making recommendations as to the most effective methods of providing economic security through social insurance." In keeping with this responsibility and to meet the requirements of efficient administration, the Board has performed research and analytical functions of four main types.

The first type has to do with the collection and presentation of statistics on operations under the public-assistance, unemployment compensation, and old-age benefits provisions of the act. Responsibility for the Board's activities in the first two of these fields rests chiefly in the Bureau of Research and Statistics; in the third, division is made between responsibility for long-range analysis and research, which also is delegated to that Bureau, and handling of operating data arising from this federally administered system, which is the responsibility of the Bureau of Old-Age Insurance.

In the field of public assistance, the year witnessed considerable progress in the development and improvement of systems of statistical collection and reporting. Data are more nearly complete, and reporting has been expedited. In the interests of economy and completeness of service, the Board has assumed, at the request of the Central Statistical Board and other Federal agencies, responsibility for the collection and compilation of three series of relief data: statistics of general relief administered by States and local authorities throughout the United States, and statistics of public and private relief from 116 selected urban areas and from 385 selected rural counties. Through the courtesy of other Federal agencies in permitting access to their data, it has become possible to compile and issue monthly reports on all public relief in the United States.

In addition to the regular monthly and quarterly reporting of statistics of public assistance, the Board receives annual reports from State agencies giving particulars concerning recipients. The Board's first annual analysis of these reports is discussed in the section on public assistance and is summarized in Appendix C.

In the field of unemployment compensation, the Board, with the cooperation of State administrative agencies, has worked out the reporting requirements on basic data as to coverage, contributions, and financial operations under State plans. Basic needs have been studied, procedures and policies formulated, and forms and instructions drafted. In addition, the Board has continued its estimates

of the volume of employment covered by approved State unemployment compensation laws, and other basic estimates essential to State administration of this program.

In the field of old-age insurance, likewise, provision is made for statistical analysis and reporting. An analysis division has been established in the Bureau of Old-Age Insurance to handle the large volume of statistical data arising from the operation of the old-age insurance plan. The division will also undertake special studies of problems and techniques of administration, and will examine current technical developments and various aspects of old-age insurance and other retirement plans.

The second main type of research activity is that dealing with administrative problems which develop in connection with the operation of the act. Under this heading, substantial progress has been recorded in the field of unemployment compensation. Continuous study has been given to the manifold problems involved in the payment of benefits under State unemployment compensation laws. The details of procedure in the payment of benefits; the difficulties presented by the payment of benefits to workers who move across State lines; the special problems involved in payment of benefits in cases of partial unemployment; the establishment of effective working relationships between State employment offices and agencies administering unemployment compensation—these are a few among the many questions in this field which have been studied. In addition to study of special problems in this field, the Board has performed a number of technical services, such as the construction of an industrial classification code to permit the classification of employers by industry, and has rendered technical assistance to State unemployment compensation agencies in applying industrial classification.

Similarly, in the fields of public assistance and old-age insurance, analytical services have been maintained and numerous studies have been undertaken with the objective of furthering efficient administration. These have included studies of administration of public assistance made in particular States at their request; construction of estimates of population and of the proportion eligible for public assistance; making of special tabulations of public-assistance data for particular areas; measurement of the ability of particular States to finance adequate programs of public assistance; preparation and revision of forms and procedures for use in the administration of Federal old-age insurance; and other problems of like importance.

The third main type of research carried on within the Board consists of actuarial analysis and related activities. The Office of the Actuary has been established as a separate unit, in which is lodged

the major share of responsibility for activities of this type. These activities include the formulation of standards for cost analysis of old-age insurance, and for valuation of liabilities thereunder; the development of actuarial studies of proposals for amendments to the old-age insurance provisions of the act, including extension of coverage and changes in benefit formulae, dates of payment, age of retirement, and the like; the review, for actuarial considerations, of economic analyses of the problem of old-age dependency and of estimates of costs of State unemployment compensation plans; the review of proposed statistical tabulations to be made by the Bureau of Old-Age Insurance to coordinate the development of necessary actuarial data with other statistical requirements; and the conduct of actuarial studies of proposals for other forms of security, such as invalidity and survivors' insurance and temporary disability compensation. The Actuary also advises the Board on general actuarial matters and on the relation of governmental social insurance systems and activities to those developed by private insurance companies, including such aspects as comparative apparent costs, techniques, and administrative organization.

The fourth main type of research activity has included study of basic factors affecting economic security; examination and analysis of long-term problems (as distinguished from problems of immediate administrative significance) involved in social security legislation and administration; and study of aspects of social security relevant to possible amendment of the Social Security Act. These have included examination of experience under other governmental contributory old-age retirement plans, in this country and abroad; study of the investment of social security contributions, the reserve, and possible effects on government debt and other investments; consideration of proposals for the institution of dependents' allowances, survivors' benefits, and disability compensation; and study of relationships between the level of benefits under old-age insurance and those of other benefits and assistance under the act.

Other studies in this category have been concerned with the larger problems of insecurity within our industrial system. One such study, carried out in cooperation with the National Research Project, involved an analysis of the employment histories revealed in the personnel records of a large New England textile concern which closed its doors during the depression. Other studies of a general social or economic nature include an analysis of the problems presented by groups not now included under the unemployment compensation and old-age insurance provisions of the act, from the point of view both of the relative need or lack of need for security by these

groups and of the administrative difficulties involved in extending present provisions to them; studies of labor mobility in relation to administration of unemployment compensation and old-age insurance; and study of economic and financial resources and closely related conditions affecting the need and capacity of the several States to finance social security measures.

PUBLIC INFORMATION

The Social Security Act directly concerns the vast majority of our people; it therefore demands the widest possible public understanding. On the one hand, the individual—whether a wage earner, an employer, or a needy person seeking assistance—has a vital interest in knowing how one or another of the act's provisions may affect him personally. On the other hand, Federal and State administration can operate effectively only if these millions of interested individuals are equipped with the pertinent information. Much unnecessary effort on the part of the public and much unnecessary expense on the part of Government agencies may be obviated by thorough advance clarification of coverage, requirements, and procedures under the various programs.

By far the largest single phase of this problem for the Social Security Board was involved in the initial assignment of social security account numbers to the millions of workers in employments covered under the old-age insurance provisions. Every medium of public information—newspapers, radio, motion pictures, posters, exhibits, contacts with organizations, and answers to individual inquiries—has been utilized to bring the essential facts to the country's workers and their employers. The Board also has endeavored to present through print and other media the general aim of the social security program and the purposes and methods of the social security legislation, since it is believed that general understanding of these aims and methods will promote administrative progress by the Federal Government and the States. On request, the Board has made available to the States staff members to serve as consultants in public information and the techniques of its presentation.

Information on the social security program has been presented to the public in various ways. Motion picture "trailers," produced and distributed by the Social Security Board, offer one example of this type of service. Within the first three months after their release, these brief sketches had been exhibited in three-fourths of all the picture theaters in the country before audiences which, according to estimates based upon the attendance reported by theater managers, totaled some 50 million. The radio has been similarly utilized. The broadcasting companies have been generous in donating free time to

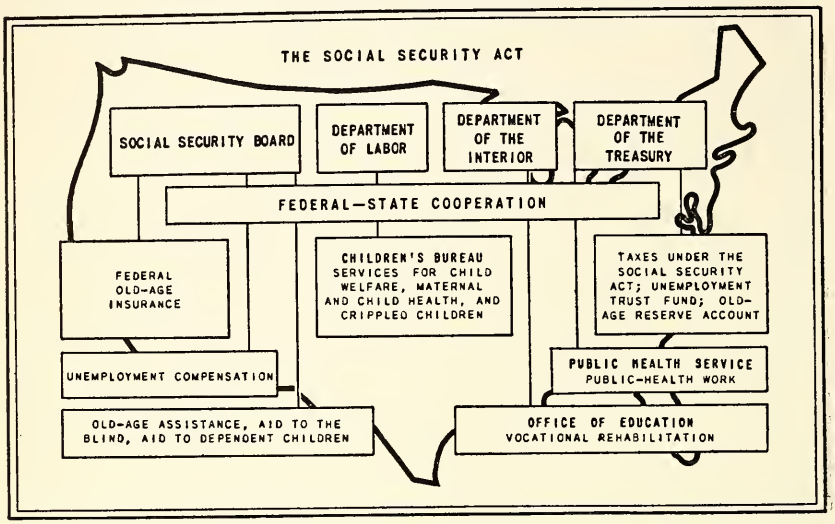
social security activities. Officials of the Board have taken part in more than 1,100 broadcasts, including formal addresses, round-table discussions, question and answer periods, and various special programs. Several thousand brief "spot" announcements, based on information emanating from the Board, have also been broadcast by the radio companies.

Services maintained by the Board for public information are based on the recognition that informed and intelligent interest on the part of the general public and constructive cooperation on the part of all participants in the programs are essential to the successful operation of the Social Security Act.

The distribution of public information is centralized, within the Board, in the Informational Service. This Service has been drawn upon heavily not only by the Board and other agencies of the Federal Government, but by the Congress, the press, organizations of many types, and the general public. During the fiscal year 1936–37, the activities of the Informational Service included maintenance of a reference library, preparation of publications, and coordination of activities involving relations with the public. Special services have been maintained to meet the needs of employers, workers, and other interested groups. The extent of public interest in the Social Security Act is indicated by the increasing volume of inquiries and requests from outside sources; in seven months—from December 1, 1936, through June 30, 1937—the Informational Service received more than 128,000 such communications, as compared to 114,000 in the preceding eleven months.

• VI •

Welfare and Health Services



THE programs administered by the Social Security Board have one characteristic in common: each of them involves a plan for the promotion of security in which, under certain provisions, arrangements are made for direct payment of funds to individuals. Another group of programs authorized by the Social Security Act provides for Federal cooperation with the States in the establishment and maintenance of services which also are fundamental to individual and social security. These are the programs involving services for maternal and child health and welfare, and for crippled children, administered by the Children's Bureau of the Department of Labor; the program of vocational rehabilitation of the physically disabled, administered by the Office of Education of the Department of the Interior; and the public-health program, administered by the United States Public Health Service of the Treasury Department. The many important functions performed by the Treasury Department under titles II, III, VIII, and IX of the act in respect to tax collections, decisions as to taxability of wages and pay rolls, and administration of the unemployment

trust fund and the old-age reserve account have been mentioned, and, through the courtesy of that Department, financial data concerning these operations are summarized in the appendixes. Elsewhere in the text also are reported relationships of the Board with Federal agencies which while not charged with specific responsibilities under the legislation, have played an important part in the establishment of the program or have become an integral link in its administration, notably the Post Office Department, the Bureau of the Census, and the United States Employment Service of the Department of Labor.

At the request of the Board, the Children's Bureau, the Public Health Service, and the Office of Education have supplied the following statements of their activities during the fiscal year 1936–37 under the Social Security Act, in order to complete, in outline, an account of the comprehensive scope of the program.

MATERNAL AND CHILD-WELFARE SERVICES

The Children's Bureau of the United States Department of Labor is responsible for the administration of title V, parts 1, 2, and 3, of the Social Security Act, relating to maternal and child-health services, services for crippled children, and child-welfare services.

Amounts appropriated for grants to States and for Federal administration under title V, parts 1, 2, and 3, of the Social Security Act, for the fiscal year ended June 30, 1937, were as follows:

Maternal and child-health services	$2, 820, 000
Services for crippled children	2, 150, 000
Child-welfare services	1, 200, 000
Federal administration	299, 000

Although the appropriations for grants to States were less than those authorized in the act, the appropriation act provided that allotments and payments to the States by the Secretary of Labor could be made on the basis of the full amounts authorized. In addition to the 1937 appropriations, balances remaining from the 1936 appropriations were available for payment and expenditure, with the exception of one part (fund B) of the appropriation for maternal and child health.

For the year ended June 30, 1937, the following plans were submitted by the State and Territorial agencies and approved by the Chief of the Children's Bureau:

Maternal and child-health services	51
Services for crippled children	45
Child-welfare services	45

Payments made to the States for the year ended June 30, 1937, from the 1937 appropriation and unpaid balances from the 1936 appropriation totaled $5,970,447.99, distributed as follows:

Maternal and child-health services		$2,989,014.72
Fund A (matched by State or local funds)	$2,191,001.70	
Fund B (matching not required)	798,013.02	
Services for crippled children (matched by State or local funds)		2,011,606.04
Child-welfare services		969,827.23

Marked progress was made during the year in most of the States in the operation of all three programs. State organization was strengthened; local services were extended; local demonstrations were developed; and progress was made in formulating and applying standards and in putting into operation the methods outlined in the State plans.

MATERNAL AND CHILD-HEALTH SERVICES

Title V, part 1, of the Social Security Act authorizes an annual appropriation of $3,800,000 for grants to the States to enable each State to extend and improve services for promoting the health of mothers and children, especially in rural areas and in areas suffering from severe economic distress.

By July 1, 1937, all but four of the States had full-time physicians as directors of divisions of maternal and child health in their State departments of health. Other specialists employed in the State programs include pediatricians, obstetricians, public-health nurses trained in maternal and child-health work, dentists, nutritionists, and health-education workers. Federal aid for public-health nursing is available under title VI of the Social Security Act, which is administered by the United States Public Health Service, as well as under title V, and the efforts of both Federal agencies have been directed toward a unified program of public-health nursing, with adequate emphasis on maternal and child-health activities, which usually constitute a major portion of the work of field nurses.

Maternal and child-health activities, conducted for the most part through local staffs with the aid of supervisory and consultant service from the State, include public-health nursing services in homes, clinics, and conferences; medical examinations and consultations for mothers and children; immunization of children; preventive and educational dental services; supervision of midwives; nutrition services; and mental-hygiene services. Provision for the development of demonstration services in needy areas and among groups in special need has been made by all the States.

Most of the States have provided for staff-training programs, stipends for nurses and physicians to enable them to obtain special-

ized maternal and child-health and public-health training, and, in some States, training centers in local areas. Brief courses of lectures and demonstrations in obstetrics and pediatrics for physicians in active practice in rural areas and in the smaller cities have been arranged in cooperation with State and local medical societies.

SERVICES FOR CRIPPLED CHILDREN

Title V, part 2, of the Social Security Act authorizes an annual appropriation of $2,850,000 for grants to the States to enable each State to extend and improve services for crippled children, especially in rural areas and in areas suffering from economic distress.

At the end of the fiscal year ended June 30, 1937, the State program for services for crippled children was administered in 19 States by the State health agency; in 13, by the State welfare agency; in 7, by a State crippled children's commission; in 4, by the State department of education; in 1, by the State university hospital; and in 1, by an interdepartmental committee representing 3 State departments.

In the operation of State programs, great effort is made to find all crippled children in the State, especially those in rural and needy areas. The total number of diagnostic clinics held, and the number of such clinics held in areas not previously served, have increased. Such clinics are often used for reexamination of crippled children and for such treatments as adjustment of braces. Children are sent for surgical and medical care to hospitals as close to their homes as possible, always considering first the adequacy of service rendered. Facilities for aftercare are being extended through the development and use of community resources for providing care in institutions for convalescents, in foster homes, and in the child's own home.

To ensure adequate service, the State agencies have set up standards for the qualifications and selection of personnel, for hospital facilities and equipment, and for convalescent care. The orthopedic surgeon, the pediatrician, the public-health nurse with orthopedic training, the medical social worker, and the physical therapist are the specialists whose services are needed in the conduct of the program. Local health, welfare, and school agencies, and individuals assist in locating crippled children, in conducting diagnostic clinics, and in arranging for aftercare services.

CHILD-WELFARE SERVICES

Title V, part 3, of the Social Security Act authorizes an annual appropriation of $1,500,000 for grants to the States to enable the United States, through the Children's Bureau, to cooperate with State public-welfare agencies in establishing, extending, and strengthening, especially in predominantly rural areas, welfare services for

the protection and care of homeless, dependent, and neglected children and children in danger of becoming delinquent.

Child-welfare services are developed wherever possible as an integral part of State and local public-welfare administration and are related closely to the child-welfare functions long vested in State and local agencies, to the administration of relief, and to the newer program of aid to dependent children administered by the Social Security Board. State services are executive, supervisory, or consultative in character. In most States, limitation of funds has made it necessary to develop local services on a demonstration basis, in the hope that community support and more adequate community organization for child-welfare work will be stimulated, and that the services demonstrated will be extended throughout the State. Federal funds are being used almost entirely for salaries of State and local workers. Financial contribution to the program from State and local sources takes various forms, including payment of salaries in part or in full, payment for travel and office expense, and provision for maintenance in boarding homes or elsewhere of children who come within the program and who are in need of financial assistance.

The child-welfare worker is called upon to advise the juvenile court with regard to serious problems of child behavior and family relationships; to deal with grave problems arising from neglect and social inadequacy on the part of parents; to make investigations and provide supervision for children for whom foster care in family homes or institutions is necessary; and to help to stimulate and coordinate the development of community services for family welfare, public health, medical care, problems of school attendance and school adjustment, and recreational activities. Most of the State plans in operation during the year made provision for training workers through adequate programs of in-service training, through special training centers where students may work under supervision, and through educational leave permitting attendance of qualified workers at accredited schools of social work.

PUBLIC-HEALTH SERVICES

Under title VI of the Social Security Act, the United States Public Health Service has the responsibility of administering funds provided to stimulate additional public-health activities throughout the United States and its Territories. The purposes for which these funds are authorized are (1) to assist the States, counties, health districts, and other subdivisions of the States in establishing, maintaining, or enlarging to a point of adequacy their public-health services, and (2) to

investigate problems of disease and sanitation that are of national importance. For the fiscal year ended June 30, 1936, $3,333,000 was made available to the Public Health Service for these purposes; $8,000,000 for 1936–37, and $8,000,000 for 1937–38. In addition, grants of $375,000, $1,320,000, and $1,600,000, were allotted the Service for scientific research and administration for the respective years.

How well this Federal aid fulfills its intended function of stimulating States to an active realization of their public-health needs is shown by two figures. Of 3,069 counties in the United States, 946 now have full-time health services—an increase of over 50 percent since January 1, 1935. Furthermore, the State and local annual appropriations for public-health work are now $7,500,000 higher than they were on January 1, 1935. As the Public Health Service allocates only $8,000,000 annually for this work and as only 69.3 percent of this figure is required to be matched by the States, this almost equal matching of funds is gratifyingly high.

To obviate the possibility that Federal aid might discourage the initiative of individual States in appropriating sufficient funds of their own, regulations for the distribution of the $8,000,000 Federal grant have been promulgated by the Surgeon General, as prescribed in the act. The act also specifies that in making allotments to the States, account shall be taken of population, special health problems, and financial needs in different States.

For the fiscal year 1937–38, 30.7 percent of the total amount is available to States on the basis of population—i. e., this percentage is allotted according to the ratio of the State's population to the United States as a whole; 38.6 percent is allocated for special health problems (including the training of personnel); and 30.7 percent is distributed according to actual financial needs. The regulations require that the amounts granted under the first two classifications be matched dollar for dollar by the State, with the exception of the funds set aside for personnel training, and further stipulate that 50 percent of this matching fund be newly appropriated, regardless of what amount it may have available. It is felt that this removes the possibility of the State's becoming lethargic in the matter of attending to its own problem, and relying on the Federal Government.

The purposes for which the States are using this Social Security Act money are varied, but in 1936–37 the largest proportion (41.06 percent) was budgeted for maintaining and extending local health services. The sum of $1,184,175 has been set aside from the special health problems fund for the training of personnel in 1937–38, of

which $180,500 was earmarked for special facilities. (As a result of the expenditure of similar funds in 1936–37, 1,595 public-health workers, 1,173 of whom were nurses, completed their course of training in public-health work.) It is expected that, as more trained personnel are made available through the judicious use of the money budgeted for that purpose, there will be a substantial increase in the number of counties and districts with full-time health services.

The States budgeted 7.83 percent for venereal disease control, 3.26 percent for industrial hygiene (accident and occupational disease prevention and control), and 2.41 percent for the control of tuberculosis. With the 4.06 percent budgeted for a generalized disease control program, the percentage of the total funds allocated for these purposes totals 17.56 percent. Local problems, indigenous to certain sections of the country, such as malaria, rodent plague, trachoma, goiter, and hookworm, are provided for in individual brackets. Public-health nursing and sanitary engineering absorb 5.32 percent of the allocated funds. Health education and child hygiene account for 1.24 percent.

An integral part of any State or local public-health program is the maintenance of adequate laboratory facilities or the establishment of such facilities where none exist. As the laboratory is the focal point of all research and investigative work done in connection with analyses of blood, body excreta, samples of water, etc., it must be so set up and staffed that its findings are accurate and that it is fully capable of handling varying volumes of work. Largely because of the stimulus offered by the extensive campaign against venereal diseases and the consequent attention directed at laboratory problems, 34 States budgeted $328,155.59, or 3.74 percent of their total allotments for this purpose. While laboratory facilities throughout the States are still far short of what is considered to be adequate strength, both in number and in standardization of methods, the budgeting of this amount indicates the awakening realization of the importance of this unit in public-health work.

The entire success of the plan to set up, maintain, or enlarge public-health facilities and programs in individual States depends on the intelligent budgeting of funds so that needs are satisfied in the correct proportions. Accordingly, the regulations of the Surgeon General stipulate that a State must submit a detailed and comprehensive statement of the existing State health organization, program, and budget, and contemplated plans of extension and improvement in the administrative functions of both the State and local (county, district, city) health services. Supervision of the expenditure of allotted funds in

strict accordance with these budgets is maintained by regional consultants of the Public Health Service.

Any balance remaining at the end of a quarterly period may be rebudgeted for the continuation of the intended project or, with the approval of the Surgeon General, utilized for new projects.

The importance of this provision was made graphically manifest by the emergencies resulting from the floods which inundated the Middle West in January and February of 1937. As an aftermath of the catastrophe, public-health needs pyramided to enormous proportions. Sewer systems had been wrecked, water was polluted, sanitary facilities were either completely obliterated or rendered useless. Thousands of people made either temporarily or permanently homeless were in emergent need of public-health preventive measures; typhoid inoculations had to be administered by the thousand; pneumonia and intestinal infection had to be prevented; children had to be guarded against the possibility of mass illness arising in epidemic form. There was an immediate need for public-health nurses, sanitary engineers and inspectors, and laboratory technicians.

The States in the afflicted area, many of which had unexpended balances from their social security allotments, asked for and received permission to use such funds to lift the weight of new public-health work expense unexpectedly thrust upon them. Delays were avoided, clean-up and preventive work could go forward immediately, and it is possible that the extraordinarily low incidence of sickness, contamination, and loss of life following the flood was in a measure made possible by this procedure. Although no such intent is implicit in title VI of the Social Security Act, it is apparent that from time to time these funds will undoubtedly help to prevent calamitous results in the public health due to major catastrophes.

Two important ends are gained by the rigid supervision and control of allocated funds according to the regulations mentioned above. First, this method tends to regulate the activities of individual States with a greater degree of uniformity, which is of material advantage with respect to cooperative work done between two or more States. Obviously, as some States have highly specialized problems, an uncompromising uniformity would be disadvantageous, but the skeletal outlines of the structure permit easy adjustments for indigenous projects. The second advantage lies in the fact that, through the medium of this framework, it is possible to stimulate State and community groups toward a definite and active interest in progressive public-health methods. That this added interest is already a factor is attested to by the previously cited $7,500,000 increase in State and local appropriations for public-health work.

Going into its second year of administration of an $8,000,000 allotment, the Public Health Service is confident that with the strengthening of the entire procedure from experience gained during the past year, plus the added momentum which public-health work has been given by the increased local consciousness of the problem, the coming year will show an even greater degree of progress and a distinct widening of the present scope.

VOCATIONAL REHABILITATION

The national program of vocational rehabilitation was initiated under an act of Congress approved June 2, 1920, on a more or less temporary basis since it was necessary to obtain periodic renewal of its provisions. The Social Security Act placed the program on a permanent basis and provided funds for its expansion and further development.

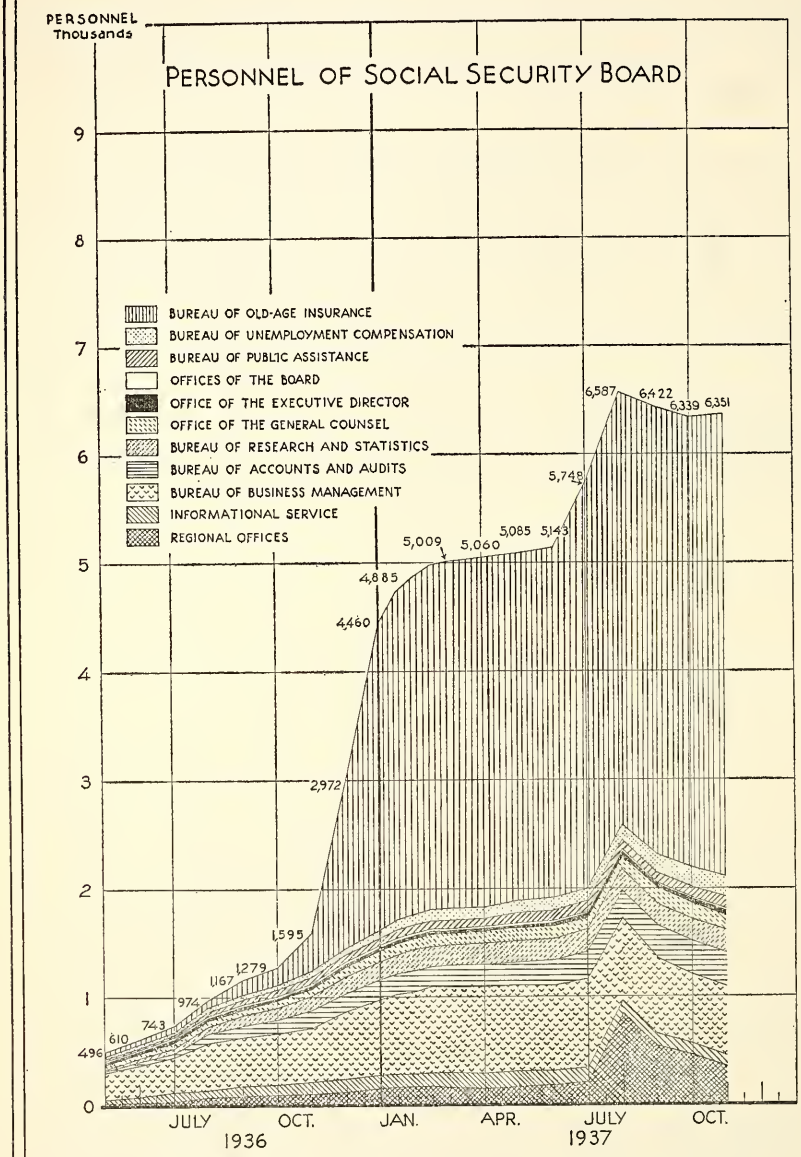
The Federal act, administered by the Office of Education, Department of the Interior, provides for grants to the States for the rehabilitation of persons who are handicapped vocationally through disease, accident, or congenital causes. Under the terms of the act there must be expended in each State, under the supervision and control of the State board for vocational education, at least as much State as Federal money for the program of vocational rehabilitation.

To be eligible for service, the disabled person must be of employable age; must have actual or potential physical capacity to work regularly; must be of sound mind and able to get along with others; be willing to work and to cooperate in his rehabilitation. Obviously, the disability must constitute a vocational handicap. Service to the disabled individual includes vocational counsel and advisement in the selection of a suitable occupation; assistance in obtaining physical restoration service to remove or alleviate the physical disability; vocational training for a specific job or occupation; and placement in employment upon completion of preparation for the job or occupation selected. The service, therefore, contributes to the relief of unemployment by placing on a self-supporting basis a considerable number of persons who would otherwise remain permanently unemployed, and in many instances have to be carried on relief rolls.

At the end of the fiscal year 1936–37, 46 States, the District of Columbia, the Territory of Hawaii, and Puerto Rico, had accepted the provisions of the Federal act and had their programs in operation. The State of Delaware had not accepted the act; and Kansas, which had accepted it, had made no appropriation for putting it into effect.

At that time, the States had on their rolls some 60,000 persons, of whom 43,000 were receiving rehabilitation services. During the year approximately 11,000 cases were closed as rehabilitated. In addition to those rehabilitated, several thousands ineligible for rehabilitation service under the Federal act were assisted in securing employment through other agencies, particularly the State employment services, with which the State rehabilitation departments have close working relationships.

It is conservatively estimated that each year 800,000 persons incur permanent physical disabilities of varying degrees, and that 200,000 of these persons are unable either to return to their former occupations or to enter employment without at least one or more of the types of aid provided by the Vocational Rehabilitation Service. A minimum of from $300 to $500 per year is required to support an unemployed disabled person from private or public sources, while the vocational rehabilitation of such a person costs, on the average, slightly less than $300. The social and economic importance of rehabilitating the handicapped made it logical that this service should be included in the provisions of the Social Security Act.


PERSONNEL
Thousands
PERSONNEL OF SOCIAL SECURITY BOARD
9
8
7
6
5
4
3
2
1
0
BUREAU OF OLD-AGE INSURANCE
BUREAU OF UNEMPLOYMENT COMPENSATION
BUREAU OF PUBLIC ASSISTANCE
OFFICES OF THE BOARD
OFFICE OF THE EXECUTIVE DIRECTOR
OFFICE OF THE GENERAL COUNSEL
BUREAU OF RESEARCH AND STATISTICS
BUREAU OF ACCOUNTS AND AUDITS
BUREAU OF BUSINESS MANAGEMENT
INFORMATIONAL SERVICE
REGIONAL OFFICES
496
610
743
974
1167
1279
1595
2,972
4,460
4,885
5,009
5,060
5,085
5,143
5,749
6,587
6,422
6,339
6,351
JULY
1936
OCT.
JAN.
APR.
JULY
1937
OCT.

Supplementary Data: July 1–October 31, 1937

TO make as nearly current as possible the record of a program still in a stage of rapid development, data now available on major aspects of the work of the Social Security Board from July 1 through October 31, 1937, are summarized in the following paragraphs.

ADMINISTERING THE SOCIAL SECURITY ACT

The Independent Offices Appropriation Act, 1938, includes the sum of $215,600,000 for the fiscal year 1937–38 for those phases of the social security program administered cooperatively by the Social Security Board and the States. Of this amount, the sum of $132,000,000 is for grants to the States for old-age assistance; $54,600,000 for grants to the States for aid to dependent children; $10,000,000 for grants for aid to the blind; and $19,000,000 for grants to the States for unemployment compensation administration. In addition to these amounts, this act authorizes the reappropriation of the unexpended balance of the appropriation for the previous fiscal year for administration of State unemployment compensation laws. H. J. Res. 386 had made available, in June 1937, the sum of $18,000,000 originally included in the 1937–38 appropriation for grants to the States for old-age assistance.

For salaries and administrative expenses of the Social Security Board during the fiscal year 1937–38, the sum of $9,500,000 was appropriated, together with the unexpended balance of the previous appropriation for the same purpose. During the four months ended October 31, the administrative expenses incurred by the Board have amounted to $7,436,674.92, of which $3,699,038.75 was for salaries, $734,938.49 for travel, and $3,002,697.68 for general expenses. The Independent Offices Appropriation Act included a provision to the effect that all experts and attorneys receiving compensation of $5,000 or more per year be appointed by the President and confirmed by the Senate. The 52 members of the staff affected by this provision were nominated by the President, and these appointments were subsequently confirmed.

On October 31, 1937, the personnel of the Board numbered 6,351 as compared with 5,748 on June 30. During this period, 785 employees entered the service of the Bureau of Old-Age Insurance, of whom 631

were employed in the field, reflecting progress made in the establishment of field offices.

As of October 31, 1937, cumulative tax collections deposited in the Treasury amounted to $395,760,307.72 under title VIII and to $72,273,052.97 under title IX of the Social Security Act. On August 24, 1937, Congress passed a bill providing for refunds of 90 percent of the taxes collected under title IX of the act in States whose unemployment compensation laws were approved subsequent to December 31, 1936. The measure is designed to permit the refund of taxes in the case of States which did not have approved unemployment compensation laws in time to secure for employers in those States the tax-offset credits provided for in the act. The amounts so refunded will be transferred to the State accounts in the unemployment trust fund. Thirteen States and two Territories are affected:

Arkansas
Delaware
Florida
Georgia
Illinois
Kansas
Missouri
Montana
Nebraska
Nevada
North Dakota
Washington
Wyoming
Alaska
Hawaii

OLD-AGE INSURANCE

At the end of October 1937, a total of 313 field offices had been established for the local administration of old-age insurance. Of these, 138 were opened after June 30, 1937, and were located as follows:

Albert Lea, Minn.
Alexandria, La.
Allentown, Pa.
Amarillo, Tex.
Anniston, Ala.
Ardmore, Okla.
Athens, Ga.
Atlantic City, N. J.
Augusta, Ga.
Augusta, Maine
Baton Rouge, La.
Bayonne, N. J.
Berlin, N. H.
Billings, Mont.
Bowling Green, Ky.
Bristol, Va.
Brockton, Mass.
Brownsville, Tex.
Butte, Mont.
Canton, Ohio
Cape Girardeau, Mo.
Casper, Wyo.
Chicago, Ill. (5 offices)
Clarksburg, W. Va.
Clinton, Okla.
Columbia, Tenn.
Columbus, Ga.
Columbus, Miss.
Council Bluffs, Iowa
Covington, Ky.
Danville, Ill.
Davenport, Iowa
Dayton, Ohio
Decatur, Ala.
Dothan, Ala.
Dyersburg, Tenn.
Elmira, N. Y.
Fitchburg, Mass.
Flagstaff, Ariz.
Flint, Mich.
Florence, S. C.
Fort Worth, Tex.
Frankfort, Ky.
Gadsden, Ala.
Gary, Ind.
Grand Forks, N. Dak.
Grand Junction, Colo.
Greenville, S. C.
Greenwood, Miss.
Hamilton, Ohio
Hannibal, Mo.
Harrisburg, Ill.
Havre, Mont.
Huntington, W. Va.
Jackson, Mich.
Jackson, Tenn.
Jefferson City, Mo.
Jersey City, N. J.
Johnstown, Pa.
Joliet, Ill.
Jonesboro, Ark.
Kalamazoo, Mich.
Kansas City, Kans.

Kokomo, Ind.
La Crosse, Wis.
Lafayette, Ind.
Lancaster, Pa.
Lansing, Mich.
Lawrence, Mass.
Lexington, Ky.
Long Beach, Calif.
Lynchburg, Va.
Martinsburg, W. Va.
Miami, Fla.
Montpelier, Vt.
Mount Vernon, Ill.
Muncie, Ind.
Muskogee, Okla.
Newburgh, N. Y.
New Castle, Pa.
New London, Conn.
New York, N. Y. (2 offices)
Niagara Falls, N. Y.
Norfolk, Va.
North Platte, Nebr.
Ogden, Utah
Ogdensburg, N. Y.
Oil City, Pa.
Olympia, Wash.
Orlando, Fla.
Owensboro, Ky.
Paducah, Ky.
Parkersburg, W. Va.
Pasadena, Calif.
Passaic, N. J.
Pensacola, Fla.
Pine Bluff, Ark.
Pocatello, Idaho
Pontiac, Mich.
Portsmouth, Ohio
Quincy, Ill.
Rapid City, S. Dak.
Richmond, Ind.
Rockford, Ill.
Rock Hill, S. C.
Rock Island, Ill.
Rutland, Vt.
Saginaw, Mich.
St. Louis, Mo.
Salem, Oreg.
San Angelo, Tex.
San Bernardino, Calif.
Santa Barbara, Calif.
Sioux City, Iowa
Springfield, Ohio
Tallahassee, Fla.
Traverse City, Mich.
Tucson, Ariz.
Tuscaloosa, Ala.
Uniontown, Pa.
Waukegan, Ill.
Wausau, Wis.
Waycross, Ga.
Wichita Falls, Tex.
Wilkes-Barre, Pa.
Williamsport, Pa.
Willimantic, Conn.
Wilmington, N. C.
Yakima, Wash.
Yonkers, N. Y.
York, Pa.
Youngstown, Ohio
Zanesville, Ohio

The totals of employer applications for identification numbers (SS–4's) and employee applications for social security account numbers (SS–5's) received by the Board have continued to grow since the end of the fiscal year. The cumulative totals of applications received by the end of each of the last four months for these two types of old-age insurance numbers, together with the totals of applications for account numbers under the Railroad Retirement Act, which are also handled by the Bureau of Old-Age Insurance, are as follows:

1937	SS–4's (employer identification numbers)	SS–5's (employee account numbers)	CER–1's (railroad retirement)
July 31	2,829,707	31,868,873	1,421,903
August 31	2,876,074	33,460,377	1,421,905
September 30	2,935,182	34,515,020	1,421,905
October 31	2,972,114	35,366,865	1,421,905

It was expected that the number of applications for lump-sum payments provided in the act for workers who die or reach age 65 would increase as the wage base on which these payments are computed lengthened and as individuals became better informed as to their rights. This expectation has been borne out by the facts. The number of claims received rose steadily between January 1 and July 31, so that by the end of that period a total of 14,530 had been

received. By August 31, the total had increased to 20,739; by September 30, to 27,362; and by October 31, to 35,622. Of this latter total, 18,642 were claims for death payments, of which 1,147 had been disallowed,[1] 14,231 had been certified for payment, and 3,264 were pending as of October 31. Of the 16,980 claims for lump-sum benefits at age 65, 198 had been disallowed,[1] 14,721 had been certified for payment, and 2,061 were pending. The amounts of payments of life and death claims had increased from an average of $17.30 for claims paid in July, to an average of $26.40 for claims paid in October.

For the fiscal year 1937–38, Congress appropriated $500,000,000 to the old-age reserve account; during the previous fiscal year $265,000,000 was appropriated. As of October 31, 1937, the balance in the account, representing appropriations plus accumulated interest and minus $612,290.73 for lump-sum payments, was $766,649,520.24.

PUBLIC ASSISTANCE

The number of jurisdictions with one or more approved plans for public assistance had increased by October 31 from 47 to 50 by the approval of plans in Kansas, Nevada, and South Carolina.

On July 27, Federal grants-in-aid to Illinois for old-age assistance were suspended. This action was taken after extensive investigation of the State's old-age assistance administration and a hearing by the Social Security Board. The findings revealed lack of compliance on the part of the State with certain mandatory provisions of the act relating to proper financial and accounting procedures, the provision for a fair hearing for applicants whose claims for assistance were denied, statistical reporting, prompt action on applications for assistance, and other essentials of adequate administration. The State took steps to adjust the points at issue and Federal grants were resumed on August 30.

During the four-month period ended October 31, the Social Security Board approved State plans for old-age assistance in Kansas, Nevada, and South Carolina; for aid to the blind in Hawaii, Kansas, Minnesota, and South Carolina; and for aid to dependent children in Hawaii, Kansas, Minnesota, Missouri, and South Carolina. The total number of plans approved by October 31, 1937, for these forms of public assistance were 50, 37, and 40, respectively.

As of October 31, advances of Federal funds totaling $81,739,040.50 had been certified to States [2] with approved plans for public assistance

[1] The term "disallowed" should not be construed to mean that the claim will never be paid. In many instances claims have been temporarily disallowed because the claimant has not supplied the information required for settlement under the Social Security Act. If he later decides to submit such information the case will be reopened.

[2] For an explanation of the procedure used in certifying grants to the States and for data on the amounts of these grants in comparison with the totals reported by the Treasury Department on the basis of checks issued, see page 109 of the appendix. For statistics on amounts granted for the period February 11, 1936, to June 30, 1937, see appendix table C–2.

for the six months ending December 31, 1937. Of this sum, $70,318,497.43 was certified for old-age assistance; $1,832,573.24 for aid to the blind; and $9,587,969.83 for aid to dependent children.

The number of recipients of old-age assistance in September 1937 was 1,469,998 as compared with 861,452 in September 1936; for aid to the blind, 39,028 as compared with 27,479; and for aid to dependent children, 481,734 children in 193,991 families as compared with 238,708 children in 91,693 families. Estimates for October place the number of recipients of old-age assistance at 1,491,000; aid to the blind, at 39,900; and aid to dependent children, at 493,100 children in 198,200 families.

Total obligations from Federal, State, and local funds for payments to recipients under approved public-assistance plans were considerably greater in September 1937 than in the same month the year before. For all three types of public assistance, the total for payments to recipients for September 1937 was $34,840,913 as compared with $19,376,281 for September 1936; for old-age assistance the September 1937 total was $27,887,654, as compared with $16,078,288 for September 1936; for aid to the blind, $1,009,823 as compared with $682,129; and for aid to dependent children, $5,943,436 as compared with $2,615,864. The median State payment to recipients of old-age assistance was $17.15 in September 1937, as compared with $16.75 in the same month of the previous year; to recipients of aid to the blind, $19.02 as compared with $19.17; and for aid to dependent children, $29.31 per family as compared with $29.19.

Total obligations for payments to recipients of all types of public relief in the United States were lower in September 1937 than in the same period of the preceding year. This total, which includes payments to recipients of old-age assistance, aid to the blind, and aid to dependent children, under the Social Security Act and under other State provisions; obligations incurred for general relief extended to cases; earnings of persons employed under the works programs of the Works Progress Administration and other Federal agencies; and subsistence payments under the Farm Security Administration,[3] declined from $196,477,000 in September 1936 to $159,729,000 in September 1937.

UNEMPLOYMENT COMPENSATION

The unemployment compensation laws of Missouri and Illinois were approved on July 13 and 16, respectively, thus completing the total of 51 approved laws.

[3] Until September 1, 1937, known as the Resettlement Administration.

As of October 31, advances to the States for the administration of approved unemployment compensation laws for the period July 1–December 31, 1937, totaled $11,791,566.81. This sum included $3,715,837.38 for the expansion of State employment services in:

Alabama	Massachusetts	Rhode Island
Arizona	Minnesota	Tennessee
California	New Hampshire	Texas
Connecticut	New York	Vermont
Louisiana	North Carolina	Virginia
Maine	Oregon	West Virginia
Maryland	Pennsylvania	Wisconsin

These States include all but two of those which are to begin unemployment compensation benefit payments in January 1938 and are now engaged in expanding their employment services so that they may meet the increased responsibilities placed upon them at that time.

As of October 31, 1937, the balance in the unemployment trust fund was $509,521,714.85, representing deposits by 43 States and the District of Columbia plus accrued interest of $5,233,377.56 and minus withdrawals of $1,750,000 for benefit payments by Wisconsin.

NOTE.—Announcement was made on November 23, 1937, by the Michigan State Unemployment Compensation Commission that benefits for total unemployment will be payable in that State starting in July 1938. This information modifies the classification of Michigan in the map on page 52.



Act.

2. Examining old-age insurance benefit or lump-sum claims, hearing appealed claims, and recommending payments of approved claims.
3. Maintaining contacts with officials of other agencies of the Federal Government and of industrial concerns for effectuating the provisions of title II and to aid the Treasury Department to effectuate the provisions of title VIII of the act.
4. Administering the day-to-day business, accounting and budgetary activities pertinent to the operations of the Bureau.
5. Conducting such analytical, economic, statistical, and actuarial studies as are necessary for the planning and conduct of the Bureau's day-to-day operations.
6. Supervising the administration of all aspects of old-age insurance which are the responsibility of the Board, through regional and field offices.

which meet the requirements of the Federal act; developing interstate standards for rulings and interpretations; indexing, codifying, and reporting currently rulings, interpretations, and decisions issued by Federal, State, and foreign agencies.

2. Furnishing administrative procedural aid to States in setting up their organizations, in determining personnel needs and training programs, in establishing rules and regulations, and in maintaining coordination between State employment service and unemployment compensation administrations.
3. Cooperating with other State and Federal agencies concerned with legislative and administrative problems relating to unemployment compensation.
4. Recommending for the Board's approval the amount and character of grants made to the States for the administration of their laws and aiding them in the preparation of their budgets and requests for funds; reporting to the Board as to continuing conformity of State unemployment compensation laws to requirements of the act.
5. Studying the operation of State unemployment compensation laws and reporting to the Board trends and significant developments in this field; assisting the Board in studying and recommending effective methods of providing social security through unemployment compensation systems.

OLD-AGE I
FIELD C

Appendix A

ADMINISTERING THE SOCIAL SECURITY ACT

REGIONAL AND TERRITORIAL OFFICES OF THE SOCIAL SECURITY BOARD AS OF JUNE 30, 1937

Region

I. Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut. Regional director: John Pearson, Social Security Board, 120 Boylston Street, Boston, Mass.

II. New York. Regional director: Anna M. Rosenberg, Social Security Board, 11 West Forty-second Street, New York, N. Y.

III. New Jersey, Pennsylvania, Delaware. Regional director: W. L. Dill, Social Security Board, Widener Building, Juniper and Chestnut Streets, Philadelphia, Pa.

IV. Virginia, West Virginia, North Carolina, Maryland, District of Columbia. Regional director: G. R. Parker, Social Security Board, Bond Building, New York Avenue and Fourteenth Street NW., Washington, D. C.

V. Kentucky, Ohio, Michigan. Regional director: Benedict Crowell, Social Security Board, Union Trust Building, 925 Euclid Avenue, Cleveland, Ohio.

VI. Illinois, Indiana, Wisconsin. Regional director: Henry L. McCarthy, Social Security Board, 211 West Wacker Drive, Chicago, Ill.

Region

VII. Tennessee, Mississippi, Alabama, Georgia, Florida, South Carolina. Regional director: Bowman Foster Ashe, Social Security Board, 1829 First Avenue North, Birmingham, Ala.

VIII. Iowa, Minnesota, North Dakota, South Dakota, Nebraska. Regional director: Fred M. Wilcox, Social Security Board, United States Federal Office Building, Third and Washington Avenues, Minneapolis, Minn.

IX. Missouri, Kansas, Arkansas, Oklahoma. Regional director: Ed McDonald, Social Security Board, Dierks Building, 1006 Grand Avenue, Kansas City, Mo.

X. Louisiana, Texas, New Mexico. Regional director: Oscar M. Powell, Social Security Board, Maverick Building, North Presa and East Houston Streets, San Antonio, Tex.

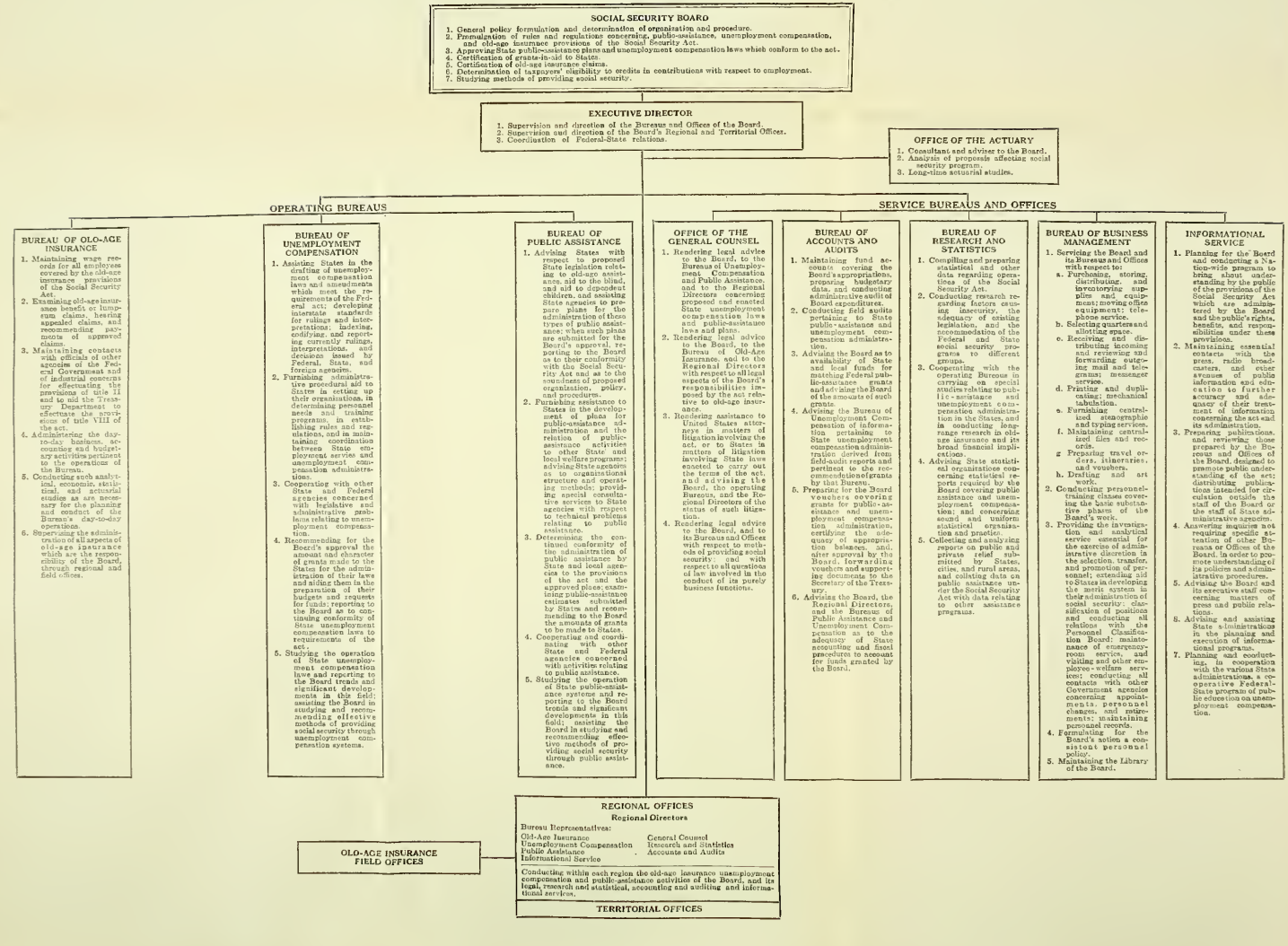
XI. Montana, Idaho, Utah, Colorado, Arizona, Wyoming. Regional director: Heber R. Harper, Social Security Board, Patterson Building, 1706 Welton Street, Denver, Colo.

XII. California, Oregon, Washington, Nevada. Regional director: Richard M. Neustadt, Social Security Board, Humboldt Bank Building, 785 Market Street, San Francisco, Calif.

Alaska. Territorial director: Hugh J. Wade, Social Security Board, Juneau, Alaska.

Hawaii. Social Security Board, Federal Building, Honolulu, Hawaii.

FUNCTIONAL CHART OF THE SOCIAL SECURITY BOARD



Appendix A

ADMINISTERING THE SOCIAL SECURITY ACT

REGIONAL AND TERRITORIAL OFFICES OF THE SOCIAL SECURITY BOARD AS OF JUNE 30, 1937

Region

I. Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut. Regional director: John Pearson, Social Security Board, 120 Boylston Street, Boston, Mass.

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XII. California, Oregon, Washington, Nevada. Regional director: Richard M. Neustadt, Social Security Board, Humboldt Bank Building, 785 Market Street, San Francisco, Calif.

Alaska. Territorial director: Hugh J. Wade, Social Security Board, Juneau, Alaska.

Hawaii. Social Security Board, Federal Building, Honolulu, Hawaii.

TABLE A–1.—*Personnel of the Social Security Board, classified by bureau and office and by departmental or field service, as of June 30, 1937*

Bureau and office	Total	Departmental	Field
Total	5,748	3,313	2,435
Office of the Board	19	19	
Office of the Executive Director	28	28	
Regional offices	209		209
Bureau of Unemployment Compensation	131	120	11
Bureau of Old-Age Insurance	[1] 3,723	1,845	1,878
Bureau of Public Assistance	98	83	15
Office of the General Counsel	119	95	24
Bureau of Research and Statistics	202	174	28
Bureau of Accounts and Audits	252	108	144
Bureau of Business Management	[2] 832	725	107
Informational Service	135	116	19

[1] Includes 2,256 employees in temporary office in Baltimore.
[2] Includes 128 employees in temporary office in Baltimore.

TABLE A–2.—*Administrative expenditures of the Social Security Board for the fiscal year 1936–37*

Total administrative expenditures			$17,438,864.25
Bureaus and offices:	*Salaries*	*Travel*	
Office of the Board	$71,038.61	$7,387.66	
Office of the Executive Director	51,223.15	1,993.31	
Office of the Coordinator	31,808.34		
Field Organization Committee	5,474.84		
Regional offices	294,846.28	39,254.08	
Bureau of Unemployment Compensation	242,714.28	38,779.74	
Bureau of Old-Age Insurance	3,095,496.79	269,069.50	
Bureau of Public Assistance	224,810.02	56,753.18	
Office of the General Counsel	301,481.54	20,666.24	
Bureau of Research and Statistics	389,666.62	65,934.28	
Bureau of Accounts and Audits	421,268.51	224,180.49	
Bureau of Business Management	914,172.12	4,984.25	
Informational Service	306,488.16	37,253.89	
	6,350,489.26	766,256.62	
Total salaries and travel			7,116,745.88
General expenses—all bureaus and offices:		*Total*	
Stationery and office supplies		$801,163.47	
Printed forms		46,788.11	
Printing and binding (other than printed forms)		630,475.65	
Furniture and equipment		1,828,755.40	
Reference library		26,611.64	
Storage and care of vehicles		972.76	
Rental of office space		421,873.01	
Operating expenses (heat, light, power, etc.)		93,352.74	
Repairs and alterations		50,938.57	
Rental of equipment		211,096.27	
Telegraph		42,987.17	
Telephone		66,380.17	
Other communication service		4,408.68	
Freight and express charges		66,250.79	
Production of motion pictures		75,883.06	
Special and miscellaneous expenses		226,686.88	
Total general expenses			4,594,624.37
Payment to Post Office Department for registration service			5,727,494.00

TABLE A–3.—*A guide to financial operations authorized by the Social Security Act*

Title	Federal departments mainly concerned and financial operations authorized
I. Grants to States for old-age assistance.	Social Security Board. Grants are made from annual Federal appropriations to States with old-age assistance plans approved by the Social Security Board, to match State and local expenditures for payments to aged needy individuals up to a Federal-State total of $30 per recipient per month, plus an additional 5 percent of the Federal matching grant for administration or assistance or both.
II. Federal old-age benefits and old-age reserve account.	Social Security Board and Treasury Department. The old-age reserve account in the Treasury of the United States is built up by annual Federal appropriations and interest on the accumulated balance. From this account, Federal old-age benefits are paid. Death payments to the estates of deceased workers and lump-sum benefits to workers at age 65, based on wages from covered employment after 1936, became payable Jan. 1, 1937. Beginning in 1942, monthly payments will be made to qualified individuals at rates based upon wages from covered employment after 1936 and before age 65.
III. Grants to States for unemployment compensation administration.	Social Security Board. Grants to States are made from annual Federal appropriations in amounts determined by the Social Security Board to be necessary for the proper administration of State unemployment compensation laws approved by the Board.
IV. Grants to States for aid to dependent children.	Social Security Board. Grants to States with plans approved by the Social Security Board for aid to dependent children are made in amounts equal to ⅓ of total expenditures under such plans exclusive of amounts of more than $18 per month for the first child, and $12 per month for each additional child in the same home.
V. Grants to States for maternal and child welfare: 1. Maternal and child-health services. 2. Services for crippled children. 3. Child-welfare services.	Children's Bureau, Department of Labor. Grants are made from annual Federal appropriations to States with approved plans for these services.
4. Vocational rehabilitation.	Office of Education, Department of the Interior. Grants are made from annual Federal appropriations to cooperating States to extend and strengthen programs of vocational rehabilitation of the physically disabled. This title does not apply to Alaska and the District of Columbia.
VI. Public-health work	Bureau of Public Health Service, Treasury Department. Grants for public-health services are made to the States from annual Federal appropriations in allotments determined by the Surgeon General with the approval of the Secretary of the Treasury. Federal funds are appropriated annually for investigation of disease and problems of sanitation.
VII. Social Security Board	Social Security Board. Federal funds are appropriated annually for the administrative expenditures of the Social Security Board.
VIII. Taxes with respect to employment.	Bureau of Internal Revenue, Treasury Department. This title provides an annual income tax on employees and an excise tax on employers equal to 1 percent each of wages for employment (as these terms are defined in sec. 811 of the Social Security Act) for the calendar years 1937, 1938, and 1939 and at rates increased by an additional ½ of 1 percent each 3 years thereafter, to 3 percent each after Dec. 31, 1948.
IX. Tax on employers of 8 or more.	Treasury Department and Social Security Board. This title provides an annual excise tax on employers of 8 or more equal to 1 percent of total wages with respect to employment (as defined in sec. 907 of the Social Security Act) during the calendar year 1936, 2 percent during 1937, and 3 percent after Dec. 31, 1937, and for a credit against this tax of contributions into unemployment funds under approved State laws, not to exceed 90 percent of the tax. Moneys from unemployment funds are deposited to the accounts of State agencies in an unemployment trust fund in the Treasury, established under this title.
X. Grants to States for aid to the blind.	Social Security Board. Grants to States with plans approved by the Social Security Board are made from annual Federal appropriations to match State expenditures for aid to the blind up to a Federal-State total of $30 a month per recipient, plus an additional 5 percent of the Federal matching grant to be used for administration or assistance or both.

TABLE A–4.—*Federal appropriations pursuant to the provisions of the Social Security Act and disbursements therefrom for the fiscal years 1935–36* [1] *and 1936–37* [2]

Item	Fiscal year 1935–36 (Feb. 11 to June 30, 1936)		Fiscal year 1936–37	
	Appropriations	Disbursements [3]	Appropriations including transfers	Disbursements [3]
ADMINISTRATIVE EXPENSES				
Social Security Board:				
Salaries and expenses	$1,000,000	$592,114.92	$18,349,700	$5,356,037.78
Wage records			12,400,000	10,579,193.52
Total, Social Security Board	1,000,000	592,114.92	30,749,700	15,935,231.30
Department of Commerce (Bureau of Census):				
Salaries and expenses	150,000	62,454.64		85,739.84
Department of Labor (Children's Bureau):				
Salaries and expenses	150,000	84,611.37	299,000	305,770.45
Total, administrative expenses	1,300,000	739,180.93	31,048,700	16,326,741.59
GRANTS TO STATES				
Social Security Board:				
Old-age assistance	24,660,000	24,653,593.90	126,525,000	124,584,988.10
Unemployment compensation administration	2,250,000	937,567.54	29,000,000	9,159,321.91
Aid to dependent children	5,000,000	2,481,909.72	14,800,000	14,788,756.77
Aid to the blind	2,000,000	1,288,298.15	4,675,000	4,559,794.29
Total, Social Security Board	33,910,000	29,361,369.31	175,000,000	153,092,861.07
Department of Labor (Children's Bureau):				
Maternal and child-health services	1,580,000	1,239,234.01	2,820,000	3,001,785.07
Services for crippled children	1,187,000	698,172.65	2,150,000	1,991,339.32
Child-welfare services	625,000	224,704.12	1,200,000	969,214.55
Total, Department of Labor	3,392,000	2,162,110.78	6,170,000	5,962,338.94
Treasury Department (Public Health Service):				
Public-health work	3,333,000	2,451,140.79	8,000,000	7,765,203.33
Total, grants to States	40,635,000	33,974,620.88	189,170,000	166,820,403.34
Old-age reserve account (general fund)			265,000,000	[4] 265,000,000.00
Grand total	41,935,000	34,713,801.81	485,218,700	448,147,144.93

[1] Funds available from Feb. 11, 1936.

[2] This table follows the form used by the Treasury Department in reporting appropriations and expenditures pursuant to the provisions of the Social Security Act. Certain funds appropriated pursuant to the act are not included here, because the Treasury does not segregate these funds from other funds appropriated for the same purposes. This is true of funds for vocational rehabilitation, for which there was appropriated under the Social Security Act $350,000 for the fiscal year 1935–36 and $841,000 for the fiscal year 1936–37 for grants to the States; and $4,500 for 1935–36 and $74,420 for 1936–37 for administration. In the fiscal year 1936–37, $5,801,550 was appropriated to the Bureau of Internal Revenue, Treasury Department, for collection of taxes under titles VIII and IX. For 1936–37, $31,860 was appropriated to the Treasury Department for salaries in connection with maintenance and development of the old-age reserve account (title II). The United States Public Health Service, Treasury Department, received appropriations of $375,000 for 1935–36 and $1,320,000 for 1936–37 for research and administration in addition to the sums for grants to the States shown on this table.

[3] On a checks-issued basis.

[4] For a statement of the reserve fund status as of June 30, 1937 (showing payments made and interest credited), see table B–7.

TABLE A–5.—*Federal grants to States* [1] *pursuant to provisions of the Social Security Act: Checks issued by the Treasury Department, by States, in the fiscal years 1935–36 and 1936–37* [2]

State	Total grants, 1935–36 (5 months)	Total grants, 1936–37 (fiscal year)	Social Security Board, 1936–37					Department of Labor, 1936–37 [3]				Treasury Department, 1936–37 [4]
			Public assistance				Unemployment compensation administration	Total maternal and child-health and welfare services	Maternal and child-health services	Services for crippled children	Child-welfare services	Public-health work
			Total public assistance	Old-age assistance	Aid to the blind	Aid to dependent children						
Total, 5 months 1935–36, all participating States	$33,974,620.88		$28,423,801.77	$24,653,593.90	$1,288,298.15	$2,481,909.72	$937,567.54	$2,162,110.78	$1,239,234.01	$698,172.65	$224,704.12	$2,451,140.79
Total, fiscal year 1936–37, all participating States		$166,820,403.34	143,933,539.16	124,584,988.10	4,559,794.29	14,788,756.77	9,159,321.91	5,962,338.94	3,001,785.07	1,991,339.32	969,214.55	7,765,203.33
Alabama	443,961.93	1,649,983.26	1,033,533.47	757,860.33	11,812.50	263,860.64	190,958.72	181,739.07	102,446.14	37,442.61	41,850.32	243,752.00
Alaska	17,726.61	46,752.31					5,099.51	18,060.84	15,945.22	2,115.62		23,591.96
Arizona	115,152.49	244,384.01	77,934.43	29,400.00	5,553.78	42,980.65	30,573.00	78,802.58	51,735.02	21,662.74	5,404.82	57,074.00
Arkansas	441,842.38	1,240,129.82	940,361.85	734,308.78	21,185.51	184,867.56	61,135.05	79,383.42	70,071.78		9,311.64	159,249.50
California	2,932,614.21	14,002,824.47	13,151,344.76	11,084,249.12	826,274.83	1,240,820.81	532,187.62	103,471.43	51,599.79	33,731.23	18,140.41	215,820.66
Colorado	1,263,409.15	4,708,296.17	4,405,180.64	4,145,659.68	37,811.56	221,709.40	92,492.11	122,557.76	60,788.70	48,794.60	12,974.46	88,065.66
Connecticut	273,623.05	2,120,391.29	1,853,385.85	1,853,385.85			117,451.18	51,514.26	41,223.00		10,291.26	98,040.00
Delaware	90,829.49	297,329.38	224,889.43	178,420.73		46,468.70	635.45	40,780.50	32,059.65		8,720.85	31,024.00
District of Columbia	273,120.94	666,766.50	460,747.92	229,286.77	14,508.27	216,952.88	109,914.71	44,160.87	32,328.61	6,250.00	5,582.26	51,943.00
Florida	96,073.40	735,585.35	464,625.47	464,625.47				141,329.88	65,978.07	57,494.66	17,857.15	129,630.00
Georgia	144,690.71	808,126.96	328,500.00	226,800.00	18,900.00	82,800.00	46,073.46	170,640.50	132,076.81	4,993.75	33,569.94	262,913.00
Hawaii	31,071.72	148,828.75	36,993.79	36,993.79				58,146.96	42,630.93	15,516.03		53,688.00
Idaho	552,929.04	1,554,588.37	1,313,139.74	1,057,716.13	45,576.31	209,847.30	104,969.25	73,620.38	39,518.90	18,216.52	15,884.96	62,859.00
Illinois	68,410.83	9,008,530.84	8,514,656.29	8,514,656.29				96,664.76	70,144.50	4,900.00	21,620.26	397,209.79
Indiana	1,204,561.16	3,678,831.50	3,150,265.04	2,708,489.26	173,684.62	268,691.16	322,544.57	95,449.43	47,845.42	26,411.65	21,192.36	110,572.46
Iowa	1,317,406.63	3,215,806.15	2,872,157.40	2,872,157.40			110,412.64	124,798.86	42,728.06	58,776.94	23,293.86	108,437.25
Kansas	80,958.64	226,216.92					45,284.74	93,763.18	28,702.16	36,810.00	28,251.02	87,169.00
Kentucky	144,707.15	1,517,125.60	969,323.86	969,323.86			118,165.19	199,708.55	87,170.59	82,267.04	30,270.92	229,928.00
Louisiana	79,214.90	2,143,363.97	1,684,938.76	994,357.28	26,047.59	664,533.89	156,621.59	124,764.62	88,924.43		35,840.19	177,039.00
Maine	266,940.31	888,131.39	658,874.81	358,215.90	121,974.57	178,684.34	92,463.03	76,184.55	36,999.27	25,465.72	13,719.56	60,609.00
Maryland	706,750.62	2,518,091.90	2,142,935.04	1,348,779.19	66,687.34	727,468.51	144,117.39	105,606.47	53,239.74	36,033.56	16,333.17	125,433.00
Massachusetts	1,912,471.23	9,443,085.62	8,815,012.64	7,483,928.28	79,485.43	1,251,598.93	267,050.51	175,424.47	79,175.21	82,824.71	13,424.55	185,598.00
Michigan	2,189,837.52	4,562,753.65	3,736,741.24	2,754,255.55	50,058.75	932,426.94	337,331.25	208,391.66	84,440.68	99,999.99	23,950.99	280,289.50
Minnesota	927,092.95	7,304,024.54	6,667,452.68	6,667,452.68			268,479.16	192,157.07	67,506.15	95,161.00	29,489.92	175,935.63
Mississippi	469,642.89	737,952.77	344,177.36	344,177.36			94,479.88	117,302.65	104,696.25	12,606.40		181,992.88

For footnotes, see end of table.

TABLE A–5.—*Federal grants to States*[1] *pursuant to provisions of the Social Security Act: Checks issued by the Treasury Department, by States, in the fiscal years 1935–36 and 1936–37*[2]—Continued

State	Total grants, 1935–36 (5 months)	Total grants, 1936–37 (fiscal year)	Social Security Board, 1936–37					Department of Labor, 1936–37[3]				Treasury Department, 1936–37[4]
			Public assistance				Unemployment compensation administration	Total maternal and child-health and welfare services	Maternal and child-health services	Services for crippled children	Child-welfare services	Public-health work
			Total public assistance	Old-age assistance	Aid to the blind	Aid to dependent children						
Missouri	$601,434.75	$4,841,676.13	$4,496,667.99	$4,496,667.99				$137,898.74	$43,467.27	$51,129.83	$43,301.64	$207,109.40
Montana	124,387.65	1,161,647.01	1,021,739.99	946,839.99		$74,900.00	$21,269.30	73,679.72	42,599.52	18,869.93	12,210.27	44,958.00
Nebraska	864,476.32	3,137,419.59	3,016,158.85	2,823,862.00	$36,216.53	156,080.32	26,183.90	35,765.84	1,997.05	16,552.38	17,216.41	59,311.00
Nevada	28,264.50	75,876.93					10,640.46	41,688.47	28,557.03		13,131.44	23,548.00
New Hampshire	295,607.34	743,821.28	469,477.09	402,740.76	28,332.95	38,403.38	197,900.66	43,391.38	27,022.79	2,500.00	13,868.59	33,052.15
New Jersey	487,272.62	4,837,323.65	4,207,364.16	2,513,465.82	66,832.97	1,627,065.37	316,992.98	177,816.01	75,481.94	86,711.66	15,622.41	135,150.50
New Mexico	198,850.37	433,440.16	218,258.84	153,358.37	96.01	64,804.46	44,687.95	101,336.37	61,003.47	27,089.28	13,243.62	69,157.00
New York	1,500,210.08	13,089,882.47	10,668,389.84	9,882,021.93	103,972.85	682,395.06	1,600,264.29	161,608.34	78,655.04	74,162.72	8,790.58	659,620.00
North Carolina	213,345.84	813,277.34	125,976.05		37,642.72	88,333.33	144,146.29	228,749.00	116,362.25	72,789.71	39,597.04	314,406.00
North Dakota	197,387.12	719,246.66	558,316.91	531,264.83	17,718.75	9,333.33	35,256.39	59,258.11	31,566.05	11,728.44	15,963.62	66,415.25
Ohio	3,891,073.58	17,079,609.13	16,148,477.12	14,620,480.04	376,974.70	1,151,022.38	325,412.30	260,801.39	83,456.11	153,701.76	23,643.52	344,918.32
Oklahoma	674,415.88	4,692,457.06	4,228,815.33	3,666,522.34	89,623.28	472,669.71	140,019.21	150,557.52	64,333.76	61,825.00	24,398.76	173,065.00
Oregon	474,105.96	1,900,292.41	1,682,791.18	1,613,255.63	46,535.55	23,000.00	111,799.57	41,157.66	27,441.25		13,716.41	64,544.00
Pennsylvania	818,408.86	13,648,909.76	11,997,457.20	8,735,982.86	1,741,025.42	1,520,448.92	1,121,495.69	146,256.87	50,813.96	60,280.27	35,162.64	383,700.00
Rhode Island	106,617.54	675,203.75	443,885.36	370,210.05		73,675.31	139,276.05	36,409.34	31,409.34	5,000.00		55,633.00
South Carolina	111,929.24	430,800.72					111,041.04	136,857.68	98,994.68	37,863.00		182,902.00
South Dakota	60,402.82	1,048,470.14	824,786.74	824,786.74			85,066.01	73,898.89	27,021.32	26,551.77	20,325.80	64,718.50
Tennessee	158,923.22	519,481.27					121,961.12	142,224.15	92,295.27	21,490.13	28,438.75	255,296.00
Texas	1,364,690.80	9,412,414.86	8,539,507.73	8,539,507.73			245,395.94	324,699.89	129,543.93	152,717.75	42,438.21	302,811.30
Utah	477,153.07	1,139,293.73	854,628.28	589,154.53	22,409.70	243,064.05	120,435.57	105,820.88	53,655.53	37,499.99	14,665.36	58,409.00
Vermont	162,617.18	498,305.70	359,087.16	316,584.87	14,419.48	28,082.81	50,240.32	50,835.35	23,312.53	12,217.40	15,305.42	38,142.87
Virginia	143,991.74	512,254.06					114,699.49	182,582.57	76,718.57	73,297.33	32,566.67	214,972.00
Washington	1,302,765.12	4,557,708.31	4,313,281.50	3,493,301.24	120,387.07	699,593.19	29,684.14	114,303.67	47,895.91	43,923.40	22,484.36	100,439.00
West Virginia	117,813.27	1,430,765.24	986,751.44	732,830.25	37,800.00	216,121.19	107,700.68	177,384.12	68,616.78	80,330.10	28,437.24	158,929.00
Wisconsin	3,399,319.77	5,429,476.04	4,470,464.95	3,176,719.08	287,105.28	1,006,640.59	669,510.76	152,098.08	64,878.61	49,508.55	37,710.92	137,402.25
Wyoming	154,116.29	523,448.45	454,082.98	340,931.35	33,739.97	79,411.66	19,801.79	30,834.18	24,710.03	6,124.15		18,729.50

[1] In this table and elsewhere in the appendixes, "States" is used as defined in the Social Security Act to include Alaska, the District of Columbia, and Hawaii.
[2] Exclusive of Federal funds for vocational rehabilitation under the Social Security Act, title V, pt. 4, see footnote 2, table A–3.
[3] Administered by the Children's Bureau, U. S. Department of Labor.
[4] Administered by the U. S. Public Health Service, Treasury Department.

TABLE A–6.—*Federal tax collections under titles VIII and IX of the Social Security Act, by internal revenue districts,[1] cumulative to June 30, 1937*

Districts in—	Collections under title VIII [2]	Collections under title IX [3]
Total	$198,340,370.52	$57,839,784.69
Alabama	1,420,262.82	227,843.93
Arizona	366,770.36	45,967.82
Arkansas	508,764.25	376,833.88
California	11,423,002.69	1,887,039.75
Colorado	1,108,936.24	174,974.10
Connecticut	4,103,110.08	694,266.25
Delaware	1,129,815.69	468,914.82
Florida	1,397,995.17	962,878.34
Georgia	1,975,150.44	1,454,169.23
Hawaii	381,256.56	320,994.99
Idaho	340,522.76	51,025.52
Illinois	18,976,071.24	13,318,497.46
Indiana	3,632,604.16	519,301.71
Iowa	1,644,849.86	309,515.13
Kansas	932,897.73	807,567.22
Kentucky	1,449,167.72	373,058.31
Louisiana	1,366,447.04	225,432.63
Maine	785,731.57	104,082.58
Maryland (including District of Columbia)	3,421,795.87	748,900.28
Massachusetts	9,355,585.06	1,563,664.55
Michigan	12,352,586.28	1,761,855.33
Minnesota	2,789,669.39	912,862.33
Mississippi	426,452.85	52,876.94
Missouri	5,355,600.33	4,048,263.56
Montana	327,742.30	242,742.89
Nebraska	855,482.67	808,103.04
Nevada	286,590.18	123,194.22
New Hampshire	566,309.98	65,003.75
New Jersey	6,475,064.64	1,107,280.49
New Mexico	196,561.93	18,769.90
New York	43,216,126.71	13,254,698.44
North Carolina	2,284,068.33	368,398.79
North Dakota	163,567.72	109,881.83
Ohio	14,362,029.28	2,253,453.80
Oklahoma	1,783,716.86	412,339.06
Oregon	1,194,038.93	169,806.58
Pennsylvania	20,406,241.43	3,048,045.99
Rhode Island	1,474,549.14	248,353.84
South Carolina	933,269.49	113,324.73
South Dakota	192,848.25	25,431.08
Tennessee	1,770,402.91	333,053.72
Texas	4,272,951.18	605,835.25
Utah	462,955.89	80,075.71
Vermont	337,595.78	47,555.25
Virginia	1,754,382.90	395,555.26
Washington (including Alaska)	2,105,545.69	1,751,048.47
West Virginia	1,830,008.07	219,871.66
Wisconsin	4,267,313.43	509,653.85
Wyoming	175,960.67	117,520.43

[1] The amounts listed in this table represent collections received by the Office of Commissioner of Accounts and Deposits, Treasury Department, from the Internal Revenue district offices in the respective States. An amount received by a particular office does not necessarily represent taxes paid with respect to employment within the State in which that office is located.

[2] "Taxes with respect to employment." Frequently referred to as the old-age benefits tax. Effective Jan. 1, 1937, based on wages for employment (as these terms are defined in title VIII, sec. 811 of the Social Security Act). Rates for 1937 as follows: (*a*) 1 percent by employees; (*b*) 1 percent by employers.

[3] "Tax on employers of 8 or more." Effective Jan. 1, 1936, based on wages for employment (as these terms are defined in title IX, sec. 907 of the Social Security Act). Rates as follows: (*a*) 1 percent, 1936; (*b*) 2 percent, 1937.

The sums here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds in States having unemployment compensation laws certified for the taxable year by the Social Security Board. During some of the period to which these cumulative figures apply, employers in some States were not able to claim these credits, since an unemployment compensation fund had not yet been established in their State to which contributions were payable under an approved State law. (See title IX, secs. 902 and 903 of the Social Security Act.)

Appendix B

OLD-AGE INSURANCE

THE FEDERAL OLD-AGE BENEFITS SCHEDULE OF THE SOCIAL SECURITY ACT

The following tables have been prepared to facilitate calculation of the monthly benefits which, under the terms of title II of the Social Security Act, accrue to workers with different incomes and different periods of service.

Beginning January 1, 1942, every worker 65 years of age and over who has been engaged in included employment after 1936 will be entitled to receive monthly old-age benefits from the Federal Government upon retirement from regular employment if the total of his wages from such employment after December 31, 1936, and before he reaches age 65, was not less than $2,000 and if such wages were for employment in any part of a day in at least 5 different calendar years after December 31, 1936, and before age 65. "Wages" does not include any amount in excess of $3,000 paid the individual by an employer with respect to employment performed during a calendar year. The amount of monthly benefit to which an eligible individual is entitled is by the terms of the act computed as follows: One-half of 1 percent of the first $3,000 of total wages from covered employment performed after December 31, 1936, and before the individual attained the age of 65, plus one-twelfth of 1 percent of the next $42,000 of his total wages, plus one-twenty-fourth of 1 percent of any amount by which his total wages exceed $45,000. The maximum monthly benefit is set at $85, the minimum at $10. If a worker dies after he has become eligible for Federal monthly benefits, his estate will be paid any difference which may remain after the total of the monthly benefits which he has received is subtracted from 3½ percent of his total wages counted toward benefits.

Beginning January 1, 1937, two types of lump-sum payments became due, and since that time claims have been received and paid. These two are payments to the estates of deceased employees and lump-sum benefits paid at age 65. Each is computed as 3½ percent of wages received in included employment after December 31, 1936, and before the age of 65.

TABLE B–1.—*Illustrative monthly Federal old-age benefits, showing relation to total earnings*

Total wages, not counting wages from a single employer in excess of $3,000 a year	Percent of total wages payable as monthly benefit			Total amount of monthly benefit
	½ of 1 percent of the first $3,000	½2 of 1 percent of next $42,000	¼4 of 1 percent of all over $45,000	
$2,000	$10.00			$10.00
$2,500	12.50			12.50
$3,000	15.00			15.00
$3,500	15.00	$0.42		15.42
$4,000	15.00	.83		15.83
$4,500	15.00	1.25		16.25
$5,000	15.00	1.67		16.67
$10,000	15.00	5.83		20.83
$15,000	15.00	10.00		25.00
$20,000	15.00	14.17		29.17
$25,000	15.00	18.33		33.33
$30,000	15.00	22.50		37.50
$35,000	15.00	26.67		41.67
$40,000	15.00	30.83		45.83
$45,000	15.00	35.00		50.00
$50,000	15.00	35.00	$2.08	52.08
$60,000	15.00	35.00	6.25	56.25
$70,000	15.00	35.00	10.42	60.42
$80,000	15.00	35.00	14.58	64.58
$90,000	15.00	35.00	18.75	68.75
$100,000	15.00	35.00	22.92	72.92
$110,000	15.00	35.00	27.08	77.08
$120,000	15.00	35.00	31.25	81.25
$129,000	15.00	35.00	35.00	[1] 85.00

[1] Maximum monthly benefit.

TABLE B–2.—*Illustrative monthly Federal old-age benefits, showing relation to average monthly wage and years of employment*

Average monthly wage	Years of employment								
	5	10	15	20	25	30	35	40	45
$25	(1)	$15.00	$16.25	$17.50	$18.75	$20.00	$21.25	$22.50	$23.75
$50	$15.00	17.50	20.00	22.50	25.00	27.50	30.00	32.50	35.00
$75	16.25	20.00	23.75	27.50	31.25	35.00	38.75	42.50	46.25
$100	17.50	22.50	27.50	32.50	37.50	42.50	47.50	51.25	53.75
$125	18.75	25.00	31.25	37.50	43.75	50.00	53.13	56.25	59.38
$150	20.00	27.50	35.00	42.50	50.00	53.75	57.50	61.25	65.00
$175	21.25	30.00	38.75	47.50	53.13	57.50	61.88	66.25	70.63
$200	22.50	32.50	42.50	51.25	56.25	61.25	66.25	71.25	76.23
$225	23.75	35.00	46.25	53.75	59.38	65.00	70.63	76.25	81.88
$250	25.00	37.50	50.00	56.25	62.50	68.75	75.00	81.25	85.00

[1] Lump-sum payment of $52.50.

LOCATION OF FIELD OFFICES OPENED BY JUNE 30, 1937

Aberdeen, S. Dak.	Atlanta, Ga.	Bridgeport, Conn.
Akron, Ohio	Austin, Tex.	Brooklyn, N. Y.
Albany, Ga.	Baltimore, Md.	Buffalo, N. Y.
Albany, N. Y.	Bangor, Maine	Burlington, Vt.
Albuquerque, N. Mex.	Beaumont, Tex.	Cambridge, Mass.
Altoona, Pa.	Binghamton, N. Y.	Camden, N. J.
Asheville, N. C.	Birmingham, Ala.	Charleston, S. C.
Ashland, Ky.	Boise, Idaho	Charleston, W. Va.
Ashtabula, Ohio	Boston, Mass. (2 offices)	Charlotte, N. C.

LOCATION OF FIELD OFFICES OPENED BY JUNE 30, 1937—Continued

Chattanooga, Tenn.
Cheyenne, Wyo.
Chicago, Ill.
Cincinnati, Ohio
Cleveland, Ohio
Columbia, S. C.
Columbus, Ohio
Concord, N. H.
Cumberland, Md.
Dallas, Tex.
Dearborn, Mich.
Denver, Colo.
Des Moines, Iowa
Detroit, Mich. (2 offices)
Dodge City, Kans.
Duluth, Minn.
East St. Louis, Ill.
Eau Claire, Wis.
Elizabeth, N. J.
El Paso, Tex.
Erie, Pa.
Eugene, Oreg.
Eureka, Calif.
Evansville, Ind.
Fall River, Mass.
Fargo, N. Dak.
Fond du Lac, Wis.
Fort Smith, Ark.
Fort Wayne, Ind.
Fresno, Calif.
Grand Rapids, Mich.
Green Bay, Wis.
Greensboro, N. C.
Hagerstown, Md.
Harrisburg, Pa.
Hartford, Conn.
Hattiesburg, Miss.
Hazleton, Pa.
Helena, Mont.
Honolulu, Hawaii
Houston, Tex.
Indianapolis, Ind.
Jackson, Miss.
Jacksonville, Fla.
Jamestown, N. Y.
Juneau, Alaska
Kansas City, Mo.
Kingston, N. Y.
Klamath Falls, Oreg.
Knoxville, Tenn.
Lima, Ohio
Lincoln, Nebr.
Little Rock, Ark.
Lorain, Ohio
Los Angeles, Calif.
Louisville, Ky.
Lowell, Mass.
Lynn, Mass.
Macon, Ga.
Manchester, N. H.
Madison, Wis.
Mansfield, Ohio
Marquette, Mich.
Memphis, Tenn.
Meridian, Miss.
Milwaukee, Wis.
Minneapolis, Minn.
Minot, N. Dak.
Mobile, Ala.
Monroe, La.
Montgomery, Ala.
Nashville, Tenn.
Newark, N. J.
New Bedford, Mass.
New Haven, Conn.
New Orleans, La.
New York, N. Y. (3 offices)
Oakland, Calif.
Oklahoma City, Okla.
Omaha, Nebr.
Paterson, N. J.
Pawtucket, R. I.
Peoria, Ill.
Perth Amboy, N. J.
Philadelphia, Pa.
Phoenix, Ariz.
Pittsburgh, Pa.
Pittsfield, Mass.
Portland, Maine
Portland, Oreg.
Portsmouth, N. H.
Providence, R. I.
Pueblo, Colo.
Racine, Wis.
Raleigh, N. C.
Reading, Pa.
Reno, Nev.
Richmond, Va.
Roanoke, Va.
Rochester, N. Y.
Rocky Mount, N. C.
St. Joseph, Mo.
St. Louis, Mo.
St. Paul, Minn.
Sacramento, Calif.
Salina, Kans.
Salisbury, Md.
Salisbury, N. C.
Salt Lake City, Utah
San Antonio, Tex.
San Diego, Calif.
San Francisco, Calif.
Savannah, Ga.
Schenectady, N. Y.
Scranton, Pa.
Seattle, Wash.
Shreveport, La.
Sioux Falls, S. Dak.
South Bend, Ind.
Spartanburg, S. C.
Spokane, Wash.
Springfield, Ill.
Springfield, Mass.
Springfield, Mo.
Syracuse, N. Y.
Tacoma, Wash.
Tampa, Fla.
Terre Haute, Ind.
Texarkana, Ark.
Toledo, Ohio
Topeka, Kans.
Trenton, N. J.
Tulsa, Okla.
Tyler, Tex.
Utica, N. Y.
Vicksburg, Miss.
Washington, D. C.
Waterbury, Conn.
Wheeling, W. Va.
Wichita, Kans.
Wilmington, Del.
Winston-Salem, N. C.
Woonsocket, R. I.
Worcester, Mass.

TABLE B–3.—*Number of applications for employer identification numbers and for employee account numbers (including numbers issued under the Railroad Retirement Act), cumulative to the end of each month, Nov. 30, 1936–June 30, 1937*

Month	SS–4's (employer identification numbers)	SS–5's (employee account numbers)	CER–1's (railroad retirement)
1936			
Nov. 30	868,340	300,000	----------
Dec. 31	2,496,751	17,201,720	----------
1937			
Jan. 31	2,603,438	23,188,786	----------
Feb. 28	2,642,025	24,365,957	602,696
Mar. 31	2,688,034	25,988,708	930,855
Apr. 30	2,726,311	27,017,625	1,146,669
May 31	2,756,739	28,043,171	1,347,149
June 30	2,782,726	30,296,471	1,392,160

TABLE B–4.—*Progress in the establishment of employee accounts, cumulative to the end of each month, Jan. 31 to June 30, 1937*

Month	Applications coded	Record cards punched	Tabulations reviewed	Reproductions made	Ledger cards headed	Master cards and office records filed
1937						
Jan. 31	13,024,607	11,206,692	10,817,815	10,455,844	365,948	85,987
Feb. 28	23,390,525	23,350,529	22,597,607	22,438,623	1,852,783	1,619,811
Mar. 31	25,772,224	25,745,227	25,358,557	25,339,460	15,216,477	14,764,533
Apr. 30	26,828,415	26,809,517	26,705,926	26,688,427	22,695,202	22,694,202
May 31	27,809,124	27,797,225	27,654,534	27,630,334	25,421,438	25,413,438
June 30	29,355,250	29,266,265	28,997,692	28,970,394	25,426,338	25,417,938

TABLE B–5.—*Number of claims for death payments and for lump-sum benefits at age 65 received in Washington, disallowed,[1] certified, and pending, cumulative to the end of each month, Jan. 31 to June 30, 1937*

Month	Total claims				Claims for death payments				Claims for lump-sum benefits at age 65			
	Received	Disallowed[1]	Certified	Pending	Received	Disallowed[1]	Certified	Pending	Received	Disallowed[1]	Certified	Pending
1937												
Jan. 31	----------	----------	----------	----------	----------	----------	----------	----------	----------	----------	----------	----------
Feb. 28	63	----------	----------	63	32	----------	----------	32	31	----------	----------	31
Mar. 31	577	----------	----------	577	284	----------	----------	284	293	----------	----------	293
Apr. 30	2,085	----------	355	1,730	923	----------	41	882	1,162	----------	314	848
May 31	5,206	17	1,437	3,752	2,341	14	319	2,008	2,865	3	1,118	1,744
June 30	10,020	103	4,419	5,499	4,821	88	1,409	3,324	5,199	15	3,010	2,175

[1] The term "disallowed" should not be construed to mean that the claim will never be paid. In many instances claims have been temporarily disallowed because the claimant has not supplied the information required for settlement under the Social Security Act. If he later decides to submit such information the case will be reopened.

TABLE B–6.—*Number of claims for death payments and for lump-sum benefits at age 65 received in Washington, disallowed,[1] and certified, by States, to June 30, 1937*

State	Total number claims received	Claims for death payments			Claims for lump-sum benefits at age 65		
		Received	Disallowed[1]	Certified	Received	Disallowed[1]	Certified
Total	10,020	4,821	88	1,409	5,199	15	3,010
Alabama	201	145	8	65	56	----	40
Alaska	----	----	----	----	----	----	----
Arizona	26	18	----	2	8	----	4
Arkansas	29	19	----	4	10	----	6
California	332	162	2	67	170	----	87
Colorado	148	61	1	14	87	----	34
Connecticut	251	73	1	24	178	2	110
Delaware	60	25	----	12	35	----	17
District of Columbia	50	32	1	5	18	----	7
Florida	65	38	3	5	27	----	17
Georgia	149	88	1	30	61	----	38
Hawaii	----	----	----	----	----	----	----
Idaho	15	6	----	2	9	----	4
Illinois	528	276	14	69	252	----	120
Indiana	389	200	4	66	189	----	126
Iowa	107	35	2	9	72	----	51
Kansas	35	16	----	5	19	----	14
Kentucky	97	48	1	9	49	----	32
Louisiana	82	49	5	1	33	----	19
Maine	33	9	----	----	24	----	17
Maryland	198	105	2	17	93	1	52
Massachusetts	723	188	3	77	535	4	318
Michigan	369	219	3	70	150	----	77
Minnesota	184	69	----	15	115	----	77
Mississippi	38	26	----	5	12	----	10
Missouri	260	121	1	53	139	----	96
Montana	49	27	----	2	22	----	7
Nebraska	57	32	1	15	25	----	17
Nevada	3	1	----	----	2	----	1
New Hampshire	73	26	----	----	47	----	30
New Jersey	487	276	3	101	211	1	127
New Mexico	15	9	----	1	6	----	1
New York	1,367	634	9	176	733	1	438
North Carolina	135	69	----	15	66	2	38
North Dakota	12	5	1	1	7	----	5
Ohio	514	237	4	84	277	1	158
Oklahoma	58	39	----	8	19	1	7
Oregon	67	19	----	5	48	1	28
Pennsylvania	1,267	650	9	198	617	----	336
Rhode Island	156	57	1	19	99	----	56
South Carolina	79	58	2	7	21	----	11
South Dakota	25	13	----	1	12	----	6
Tennessee	127	63	1	23	64	----	45
Texas	237	162	2	36	75	----	46
Utah	82	35	----	13	47	----	31
Vermont	26	11	----	2	15	----	8
Virginia	121	64	----	17	57	----	29
Washington	180	64	----	14	116	----	62
West Virginia	119	66	----	7	53	----	30
Wisconsin	364	153	2	36	211	----	112
Wyoming	17	11	1	1	6	1	6
Foreign[2]	14	12	----	1	2	----	2

[1] The term "disallowed" should not be construed to mean that the claim will never be paid. In many instances claims have been temporarily disallowed because the claimant has not supplied the information required for settlement under the Social Security Act. If he later decides to submit such information the case will be reopened.

[2] Claims based on wages from prior employment in the U. S. received from individuals now in foreign countries.

TABLE B–7.—*Old-age reserve account: Statement compiled by the Office of Commissioner of Accounts and Deposits, Treasury Department, for the fiscal year ended June 30, 1937*

FUND ACCOUNT

Income:		
Appropriation by Congress available July 1, 1936		$265, 000, 000. 00
Interest earned on investments		2, 261, 810. 97
		267, 261, 810. 97
Less: Vouchers certified for benefit payments:		
Lump-sum payments	$39, 150. 25	
Payments upon death	20, 476. 87	
		59, 627. 12
Balance in fund		267, 202, 183. 85

FUND ASSETS

Investments:	
$264,900,000 face amount of 3 percent "Special Treasury notes, old-age reserve account series," maturing June 30, 1941, principal cost	$264, 900, 000. 00
$2,200,000 face amount of 3 percent "Special Treasury notes, old-age reserve account series," maturing June 30, 1942, principal cost	2, 200, 000. 00
	267, 100, 000. 00
Appropriation balances on the books of Bookkeeping and Warrants	61, 810. 97
Disbursing officer's cash	40, 372. 88
Total fund assets	267, 202, 183. 85

Appendix C

PUBLIC ASSISTANCE

TABLE C–1.—*States with plans for public assistance approved by the Social Security Board as of June 30, 1937, with the date of approval and the date from which Federal funds became available* [1]

State	Old-age assistance		Aid to the blind		Aid to dependent children	
	Approved—total number, 47	Federal funds available from—	Approved—total number, 33	Federal funds available from—	Approved—total number, 35	Federal funds available from—
Alabama	Dec. 31, 1935 [2]	Feb. 1, 1936	Mar. 30, 1937	Apr. 1, 1937	Dec. 31, 1935	Feb. 1, 1936
Alaska	June 29, 1937	(3)				
Arizona	June 5, 1937	June 1, 1937	Dec. 31, 1935 [2]	Feb. 1, 1936	Dec. 31, 1935 [2]	Feb. 1, 1936
Arkansas	Mar. 31, 1936 [2]	Mar. 1, 1936	Mar. 31, 1936 [2]	Apr. 1, 1936	Mar. 31, 1936 [2]	Apr. 1, 1936
California	May 6, 1936 [2]	Apr. 1, 1936	June 29, 1936	July 1, 1936	June 29, 1936	July 1, 1936
Colorado	May 4, 1936	do	May 4, 1936	Apr. 1, 1936	May 4, 1936	Apr. 1, 1936
Connecticut	Feb. 4, 1936 [2]	Apr. 15, 1936	Feb. 4, 1936	Feb. 1, 1936		
Delaware	Dec. 31, 1935	Feb. 1, 1936			July 29, 1936	Aug. 1, 1936
Dist. of Col	do	do	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Florida	Oct. 13, 1936 [2]	Oct. 13, 1936				
Georgia	June 29, 1937	(3)	June 29, 1937	(3)	June 29, 1937	(3)
Hawaii	July 6, 1936	Sept. 1, 1936			(1)	(4)
Idaho	Dec. 31, 1935 [2]	Feb. 1, 1936	Dec. 31, 1935 [2]	Feb. 1, 1936	Dec. 31, 1935 [2]	Feb. 1, 1936
Illinois	July 6, 1936	July 1, 1936				
Indiana	Apr. 7, 1936 [2]	Apr. 1, 1936	Apr. 7, 1936 [2]	Apr. 1, 1936	Apr. 7, 1936 [2]	Apr. 1, 1936
Iowa	Dec. 31, 1935	Feb. 1, 1936				
Kentucky	Aug. 7, 1936	July 1, 1936				
Louisiana	do.[2]	June 19, 1936	Nov. 2, 1936 [2]	Jan. 1, 1937	Aug. 7, 1936 [2]	June 19, 1936
Maine	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Maryland	do.[2]	do	May 26, 1936	May 1, 1936	Feb. 4, 1936 [2]	Do.
Massachusetts	Mar. 31, 1936 [2]	do	do	Apr. 1, 1936	Sept. 26, 1936 [2]	Apr. 1, 1936
Michigan	Dec. 20, 1935	do	Sept. 9, 1936 [2]	July 1, 1936	Sept. 9, 1936	Aug. 27, 1936
Minnesota	Mar. 30, 1936	Mar. 1, 1936				
Mississippi	Dec. 27, 1935 [2]	Feb. 1, 1936				
Missouri	Dec. 31, 1935	do				
Montana	June 16, 1936 [2]	June 1, 1936			June 22, 1937	Apr. 1, 1937
Nebraska	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
N. Hampshire	do	do	do	do	do	Do.
New Jersey	May 5, 1936	Apr. 1, 1936	Oct. 5, 1936	July 1, 1936	May 20, 1936	Apr. 1, 1936
New Mexico	Mar. 2, 1936 [2]	do	Mar. 2, 1936 [2]	Apr. 1, 1936	Mar. 2, 1936 [2]	Do.
New York	June 19, 1936	May 25, 1936	June 5, 1937	May 1, 1937	June 1, 1937	May 1, 1937
N. Carolina	June 22, 1937	(3)	June 22, 1937	(3)	June 22, 1937	(3)
North Dakota	Mar. 19, 1936	Apr. 1, 1936	Oct. 23, 1936	Nov. 20, 1936	May 4, 1937	June 1, 1937
Ohio	Mar. 31, 1936 [2]	Feb. 1, 1936	Sept. 23, 1936	July 21, 1936	Sept. 23, 1936	July 21, 1936
Oklahoma	do.[2]	Apr. 1, 1936	Dec. 8, 1936	Dec. 1, 1936	Mar. 31, 1936 [2]	Apr. 1, 1936
Oregon	Mar. 13, 1936 [2]	do	Mar. 13, 1936 [2]	Apr. 21, 1936	June 5, 1937	June 7, 1937
Pennsylvania	Sept. 15, 1936	July 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Oct. 13, 1936	Aug. 7, 1936
Rhode Island	Jan. 24, 1936	Feb. 1, 1936			Jan. 29, 1937	Jan. 1, 1937
S. Dakota	Oct. 5, 1936	Oct. 1, 1936				
Tennessee	June 29, 1937	(3)	June 29, 1937	(3)	June 29, 1937	(3)
Texas	Apr. 21, 1936 [2]	July 1, 1936				
Utah	Mar. 17, 1936	Mar. 1, 1936	Mar. 17, 1936	Mar. 1, 1936	Mar. 17, 1936	Mar. 1, 1936
Vermont	Dec. 31, 1935	Feb. 1, 1936	Mar. 31, 1936	Apr. 1, 1936	Mar. 31, 1936	Do.
Washington	Jan. 24, 1936 [2]	do	do [2]	do	Jan. 24, 1936 [2]	Feb. 1, 1936
W. Virginia	Sept. 23, 1936 [2]	Oct. 1, 1936	Sept. 23, 1936 [2]	Oct. 1, 1936	Sept. 23, 1936 [2]	Oct. 1, 1936
Wisconsin	Dec. 23, 1935	Feb. 1, 1936	Dec. 23, 1935	Feb. 1, 1936	Dec. 23, 1935	Feb. 1, 1936
Wyoming	Dec. 31, 1935 [2]	do	Dec. 31, 1935 [2]	do	Dec. 31, 1935 [2]	Do.

[1] Because of the retroactive certification of grants for States with assistance programs in operation prior to approval by the Social Security Board, the date from which Federal funds became available to the State is sometimes earlier than the date of approval. Data corrected to Sept. 17, 1937.

[2] The original plan has since been amended or a revised plan adopted.

[3] Federal funds made available as of July 1, 1937.

[4] A grant for June 1937 was made to Hawaii for aid to dependent children under a plan approved by the Board on Aug. 24, 1937.

FINANCIAL DATA ON FEDERAL GRANTS TO STATES

Because of the procedures involved, the figures reported in table C–2 and table D–4 for advances certified by the Social Security Board for Federal grants to States differ for any given period from those reported in table A–5 for checks issued by the Treasury in connection with such grants. The usual procedure is for the States to submit in advance quarterly estimates of the sums needed for their public-assistance programs and for the administration of unemployment compensation. After review of these estimates, the Social Security Board certifies to the Treasury the sums to be paid. The Board, however, has certified supplemental payments during a given quarter, and also has certified in later months retroactive payments for earlier periods during which a State plan or State law had been in operation but had not yet received formal approval. In tables C–2 and D–4, therefore, payments to the States are shown as total amounts certified for a given period whether or not payment was made in that period. Any balances from these advances unexpended at the end of the quarter for which they were certified are subject to subsequent adjustment.

In tables C–4, C–6, C–10, and C–15 data are reported for obligations incurred under public-assistance and relief programs. The sums here reported include not only Federal funds but also, when the latter are involved, funds of State and local governments. Costs of administration are not included. These sums represent, therefore, the total obligations for direct money payments to recipients of public assistance or relief during the given period under the specified programs.

TABLE C–2.—*Federal grants to States with approved public-assistance plans: Advances certified by the Social Security Board for the fiscal year 1936–37, by quarters, and for the 5 months of the fiscal year 1935–36* [1]

State	Total	Old-age assistance [2]	Aid to the blind [3]	Aid to dependent children [3]
Grand total, Feb. 11, 1936, to June 30, 1937 [4]	$171,467,034.75	$149,055,229.82	$5,705,843.65	$16,705,961.28
Total, 5 months 1935–36	25,352,823.87	21,421,165.63	1,126,293.44	2,805,364.80
Total, fiscal year 1936–37	146,114,210.88	127,634,064.19	4,579,550.21	13,900,596.48
First quarter	30,415,343.81	26,323,256.78	1,132,702.32	2,959,384.71
Second quarter	37,837,675.60	32,966,355.90	1,028,357.64	3,842,962.06
Third quarter	37,006,827.02	32,608,908.85	1,153,305.61	3,244,612.56
Fourth quarter	40,854,364.45	35,735,542.66	1,265,184.64	3,853,637.15
Alabama:				
Total, 5 months 1935–36	184,239.62	105,000.00	----------	79,239.62
Total, fiscal year 1936–37	1,084,533.47	757,860.33	11,812.50	314,860.64
First quarter	249,450.00	198,450.00	----------	51,000.00
Second quarter	313,148.32	241,412.59	----------	71,735.73
Third quarter	313,732.71	208,007.80	----------	105,724.91
Fourth quarter	208,202.44	109,989.94	11,812.50	86,400.00

For footnotes, see end of table.

TABLE C–2.—*Federal grants to States with approved public-assistance plans: Advances certified by the Social Security Board for the fiscal year 1936–37, by quarters, and for the 5 months of the fiscal year 1935–36* [1]—Continued

State	Total	Old-age assistance [2]	Aid to the blind [2]	Aid to dependent children [3]
Arizona:				
Total, 5 months 1935–36	$57,393.75		$9,213.75	$48,180.00
Total, fiscal year 1936–37	110,748.70	$29,400.00	9,612.41	71,736.29
First quarter				
Second quarter	2,515.83			2,515.83
Third quarter	46,018.60		5,553.78	40,464.82
Fourth quarter [5]	62,214.27	29,400.00	4,058.63	28,755.64
Arkansas: [4]				
Total, 5 months 1935–36	332,192.54	313,600.87	8,925.00	9,666.67
Total, fiscal year 1936–37	967,771.85	734,308.78	25,595.51	207,867.56
First quarter	148,685.00	121,275.00	4,410.00	23,000.00
Second quarter	40,838.21		351.28	40,486.93
Third quarter	369,723.64	298,033.78	9,809.23	61,880.63
Fourth quarter	408,525.00	315,000.00	11,025.00	82,500.00
California:				
Total, 5 months 1935–36	2,700,140.63	2,700,140.63		
Total, fiscal year 1936–37	13,151,344.76	11,084,249.12	826,274.83	1,240,820.81
First quarter	4,012,197.60	3,406,725.00	205,065.00	400,407.00
Second quarter	4,477,767.00	3,858,435.00	209,506.50	409,825.50
Third quarter	1,961,249.16	1,399,024.49	222,075.00	340,149.67
Fourth quarter	2,700,131.60	2,420,064.63	189,628.33	90,438.64
Colorado: [4]				
Total, 5 months 1935–36	1,100,750.00	984,375.00	39,375.00	77,000.00
Total, fiscal year 1936–37	4,523,082.39	4,147,186.43	77,186.56	298,709.40
First quarter	968,135.00	851,760.00	39,375.00	77,000.00
Second quarter	766,590.54	734,757.04	2,906.19	28,927.31
Third quarter	1,381,040.31	1,281,769.39	10,213.31	89,057.61
Fourth quarter	1,407,316.54	1,278,900.00	24,692.06	103,724.48
Connecticut [4]				
Total, 5 months 1935–36	224,332.50	221,812.50	2,520.00	
Total, fiscal year 1936–37	1,855,858.21	1,855,858.21		
First quarter	324,540.30	324,540.30		
Second quarter	446,775.00	446,775.00		
Third quarter	525,035.18	525,035.18		
Fourth quarter	559,507.73	559,507.73		
Delaware:				
Total, 5 months 1935–36	73,778.25	73,778.25		
Total, fiscal year 1936–37	224,889.43	178,420.73		46,468.70
First quarter	52,943.05	47,250.00		5,693.05
Second quarter	62,443.70	47,250.00		15,193.70
Third quarter	35,598.03	22,838.03		12,760.00
Fourth quarter	73,904.65	61,082.70		12,821.95
District of Columbia: [4]				
Total, 5 months 1935–36	193,624.03	47,250.00	9,450.00	136,924.03
Total, fiscal year 1936–37	462,141.57	230,680.42	14,508.27	216,952.88
First quarter	158,310.00	70,875.00	9,450.00	77,985.00
Second quarter	85,739.60	39,317.50	590.15	45,831.95
Third quarter	84,386.72	31,889.81	1,334.55	51,162.36
Fourth quarter	133,705.25	88,598.11	3,133.57	41,973.57
Florida:				
Total, 5 months 1935–36				
Total, fiscal year 1936–37	464,625.47	464,625.47		
First quarter				
Second quarter	152,690.74	152,690.74		
Third quarter	160,003.74	160,003.74		
Fourth quarter	151,930.99	151,930.99		

For footnotes, see end of table.

TABLE C–2.—*Federal grants to States with approved public-assistance plans: Advances certified by the Social Security Board for the fiscal year 1936–37, by quarters, and for the 5 months of the fiscal year 1935–36* [1]—Continued

State	Total	Old-age assistance [2]	Aid to the blind [2]	Aid to dependent children [3]
Hawaii:				
Total, 5 months 1935–36				
Total, fiscal year 1936–37	$42,387.62	$36,993.79		$5,393.83
First quarter	3,457.73	3,457.73		
Second quarter	10,450.42	10,450.42		
Third quarter	10,540.09	10,540.09		
Fourth quarter	17,939.38	12,545.55		5,393.83
Idaho:				
Total, 5 months 1935–36	503,635.41	433,125.00	$16,143.75	54,366.66
Total, fiscal year 1936–37	1,302,744.74	1,057,716.13	35,181.31	209,847.30
First quarter	299,210.88	229,278.79	7,772.63	62,159.46
Second quarter	317,605.02	256,897.46	8,344.88	52,362.68
Third quarter	302,233.71	259,689.88	9,364.95	33,178.88
Fourth quarter	383,695.13	311,850.00	9,698.85	62,146.28
Illinois:				
Total, 5 months 1935–36				
Total, fiscal year 1936–37	8,514,656.29	8,514,656.29		
First quarter	855,792.00	855,792.00		
Second quarter	2,677,500.00	2,677,500.00		
Third quarter	2,924,012.70	2,924,012.70		
Fourth quarter	2,057,351.59	2,057,351.59		
Indiana: [4]				
Total, 5 months 1935–36	1,111,575.00	907,200.00	39,375.00	165,000.00
Total, fiscal year 1936–37	3,153,840.35	2,712,064.57	173,084.62	268,691.16
First quarter	678,151.36	624,467.49	53,683.87	
Second quarter	489,686.94	460,436.04	29,250.90	
Third quarter	525,836.52	492,111.04	33,725.48	
Fourth quarter	1,460,165.53	1,135,050.00	56,424.37	268,691.16
Iowa:				
Total, 5 months 1935–36	1,233,225.00	1,233,225.00		
Total, fiscal year 1936–37	2,872,157.40	2,872,157.40		
First quarter	516,422.02	516,422.02		
Second quarter	733,320.00	733,320.00		
Third quarter	804,550.43	804,550.43		
Fourth quarter	817,864.95	817,864.95		
Kentucky:				
Total, 5 months 1935–36				
Total, fiscal year 1936–37	969,323.86	969,323.86		
First quarter	122,850.00	122,850.00		
Second quarter	73,710.00	73,710.00		
Third quarter	263,479.49	263,479.49		
Fourth quarter	509,284.37	509,284.37		
Louisiana:				
Total, 5 months 1935–36	33,193.44	18,767.64		14,425.80
Total, fiscal year 1936–37	1,651,745.32	975,589.64	26,047.59	650,108.09
First quarter	401,080.12	234,730.12		166,350.00
Second quarter	432,228.50	259,612.50		172,616.00
Third quarter	308,650.26	165,415.26	14,175.00	129,060.00
Fourth quarter	509,786.44	315,831.76	11,872.59	182,082.09
Maine:				
Total, 5 months 1935–36	212,461.04	88,593.75	56,880.07	66,987.22
Total, fiscal year 1936–37	658,874.81	358,215.90	121,974.57	178,684.34
First quarter	88,112.35	27,755.70	20,871.38	39,485.27
Second quarter	191,373.75	105,609.00	34,728.75	51,036.00
Third quarter	176,765.86	104,162.63	27,413.14	45,190.09
Fourth quarter	202,622.85	120,688.57	38,961.30	42,972.98

For footnotes, see end of table.

TABLE C–2.—*Federal grants to States with approved public-assistance plans: Advances certified by the Social Security Board for the fiscal year 1936–37, by quarters, and for the 5 months of the fiscal year 1935–36* [1]—Continued

State	Total	Old-age assistance [2]	Aid to the blind [2]	Aid to dependent children [2]
Maryland:				
Total, 5 months 1935–36	$637,509.28	$304,197.03	$15,750.00	$317,562.25
Total, fiscal year 1936–37	2,142,935.04	1,348,779.19	66,687.34	727,468.51
First quarter	521,600.00	326,025.00	17,325.00	178,250.00
Second quarter	504,021.63	335,285.53	11,970.57	156,765.53
Third quarter	531,956.81	308,079.91	18,027.64	205,849.26
Fourth quarter	585,356.60	379,388.75	19,364.13	186,603.72
Massachusetts:				
Total, 5 months 1935–36	1,963,555.74	1,677,726.08	26,913.66	258,916.00
Total, fiscal year 1936–37	8,579,635.01	7,483,928.28	103,023.80	992,682.93
First quarter	1,322,129.98	1,034,383.61	23,538.37	264,208.00
Second quarter	2,046,684.06	1,740,945.24	26,158.82	279,580.00
Third quarter	2,554,044.23	2,378,762.82	28,455.90	146,825.51
Fourth quarter	2,656,776.74	2,329,836.61	24,870.71	302,069.42
Michigan: [4]				
Total, 5 months 1935–36	1,061,156.25	1,061,156.25	----------	----------
Total, fiscal year 1936–37	4,687,973.99	3,705,488.30	50,058.75	932,426.94
First quarter	1,080,241.67	946,727.32	15,960.00	117,554.35
Second quarter	1,332,641.02	872,261.02	16,380.00	444,000.00
Third quarter	971,477.04	656,424.96	17,718.75	297,333.33
Fourth quarter	1,303,614.26	1,230,075.00	----------	73,539.26
Minnesota:				
Total, 5 months 1935–36	826,875.00	826,875.00	----------	----------
Total, fiscal year 1936–37	6,667,452.68	6,667,452.68	----------	----------
First quarter	1,134,000.00	1,134,000.00	----------	----------
Second quarter	1,467,405.32	1,467,405.32	----------	----------
Third quarter	2,242,171.11	2,242,171.11	----------	----------
Fourth quarter	1,823,876.25	1,823,876.25	----------	----------
Mississippi:				
Total, 5 months 1935–36	253,521.25	240,644.74	7,084.53	5,791.98
Total, fiscal year 1936–37	426,864.86	426,864.86	----------	----------
First quarter	82,687.50	82,687.50	----------	----------
Second quarter	80,675.43	80,675.43	----------	----------
Third quarter	126,129.74	126,129.74	----------	----------
Fourth quarter	137,372.19	137,372.19	----------	----------
Missouri:				
Total, 5 months 1935–36	501,919.57	501,919.57	----------	----------
Total, fiscal year 1936–37	4,496,667.99	4,496,667.99	----------	----------
First quarter	850,500.00	850,500.00	----------	----------
Second quarter	718,275.08	718,275.08	----------	----------
Third quarter	1,653,750.00	1,653,750.00	----------	----------
Fourth quarter	1,274,142.91	1,274,142.91	----------	----------
Montana:				
Total, 5 months 1935–36	80,686.98	80,686.98	----------	----------
Total, fiscal year 1936–37	1,021,739.99	946,839.99	----------	74,900.00
First quarter	225,000.09	225,000.09	----------	----------
Second quarter	322,746.04	322,746.04	----------	----------
Third quarter	148,127.39	148,127.39	----------	----------
Fourth quarter	325,866.47	250,966.47	----------	74,900.00
Nebraska:				
Total, 5 months 1935–36	773,073.32	626,083.57	23,900.88	123,088.87
Total, fiscal year 1936–37	3,039,972.85	2,823,862.00	60,030.53	156,080.32
First quarter	633,554.08	590,625.00	23,814.00	19,115.08
Second quarter	780,193.32	773,812.84	6,380.48	----------
Third quarter	926,722.12	839,450.57	14,254.14	73,017.41
Fourth quarter	699,503.33	619,973.59	15,581.91	63,947.83

For footnotes, see end of table.

TABLE C–2.—*Federal grants to States with approved public-assistance plans: Advances certified by the Social Security Board for the fiscal year 1936–37, by quarters, and for the 5 months of the fiscal year 1935–36* [1]—Continued

State	Total	Old-age assistance [2]	Aid to the blind [2]	Aid to dependent children [2]
New Hampshire: [4]				
Total, 5 months 1935–36	$169,908.52	$138,384.81	$11,017.56	$20,506.15
Total, fiscal year 1936–37	491,531.76	402,838.23	36,841.10	51,852.43
First quarter	116,504.45	94,547.25	8,508.15	13,449.05
Second quarter	124,721.52	102,532.50	9,036.81	13,152.21
Third quarter	99,724.31	77,514.91	9,715.51	12,493.89
Fourth quarter	150,581.48	128,243.57	9,580.63	12,757.28
New Jersey: [4]				
Total, 5 months 1935–36	765,702.15	386,193.15		379,509.00
Total, fiscal year 1936–37	3,830,506.15	2,516,116.81	66,832.97	1,247,556.37
First quarter	1,165,722.17	705,472.42	16,330.42	443,919.33
Second quarter	1,274,953.22	814,449.14	16,584.75	443,919.33
Third quarter	1,044,262.77	830,594.10	18,214.88	195,453.79
Fourth quarter	345,567.99	165,601.15	15,702.92	164,263.92
New Mexico:				
Total, 5 months 1935–36	121,591.62	83,396.25	13,867.87	24,327.50
Total, fiscal year 1936–37	245,772.45	171,722.87	96.01	73,953.57
First quarter	7,346.51	7,250.50	96.01	
Second quarter	45,469.75	27,423.97		18,045.78
Third quarter	104,105.77	77,016.98		27,088.79
Fourth quarter	88,850.42	60,031.42		28,819.00
New York:				
Total, 5 months 1935–36	775,381.95	775,381.95		
Total, fiscal year 1936–37	10,668,389.84	9,882,021.93	103,972.85	682,395.06
First quarter	1,958,376.00	1,958,376.00		
Second quarter	2,426,894.58	2,426,894.58		
Third quarter	2,497,713.16	2,497,713.16		
Fourth quarter	[3] 3,785,406.10	2,999,038.19	[5] 103,972.85	[6] 682,395.06
North Carolina:				
Total, 5 months 1935–36	5,057.71		5,057.71	
Total, fiscal year 1936–37				
First quarter				
Second quarter				
Third quarter				
Fourth quarter				
North Dakota:				
Total, 5 months 1935–36	169,470.00	169,470.00		
Total, fiscal year 1936–37	558,316.91	531,264.83	17,718.75	9,333.33
First quarter	184,275.00	184,275.00		
Second quarter	63,227.99	60,351.90	2,876.09	
Third quarter	154,175.18	142,362.68	11,812.50	
Fourth quarter	156,638.74	144,275.25	3,030.16	[7] 9,333.33
Ohio:				
Total, 5 months 1935–36	3,752,300.18	3,752,300.18		
Total, fiscal year 1936–37	16,148,477.12	14,620,480.04	376,974.70	1,151,022.38
First quarter	3,141,273.30	2,654,411.32	139,695.65	347,166.33
Second quarter	4,019,620.44	3,555,211.46	126,000.00	338,408.98
Third quarter	4,388,973.86	4,227,085.46	40,497.05	121,391.35
Fourth quarter	4,598,609.52	4,183,771.80	70,782.00	344,055.72
Oklahoma:				
Total, 5 months 1935–36	587,850.07	433,427.40		154,422.67
Total, fiscal year 1936–37	4,039,288.74	3,666,522.34	76,356.00	296,410.40
First quarter	322,069.70	269,736.37		52,333.33
Second quarter	832,882.98	787,500.00	15,120.00	30,262.98
Third quarter	1,253,173.87	1,118,917.28	45,360.00	88,896.59
Fourth quarter	1,631,162.19	1,490,368.69	15,876.00	124,917.50

For footnotes, see end of table.

TABLE C–2.—*Federal grants to States with approved public-assistance plans: Advances certified by the Social Security Board for the fiscal year 1936–37, by quarters, and for the 5 months of the fiscal year 1935–36* [1]—Continued

State	Total	Old-age assistance [2]	Aid to the blind [2]	Aid to dependent children [3]
Oregon:				
Total, 5 months 1935–36	$405,562.50	$393,750.00	$11,812.50	
Total, fiscal year 1936–37	1,682,791.18	1,613,255.63	46,535.55	$23,000.00
First quarter	484,312.50	472,500.00	11,812.50	
Second quarter	363,987.72	360,671.55	3,316.17	
Third quarter	394,003.34	377,555.25	16,448.09	
Fourth quarter	440,487.62	402,528.83	14,958.79	[5] 23,000.00
Pennsylvania:				
Total, 5 months 1935–36	632,369.87		632,369.87	
Total, fiscal year 1936–37	11,997,457.20	8,735,982.86	1,741,025.42	1,520,448.92
First quarter	3,698,626.77	3,075,975.00	408,712.50	213,939.27
Second quarter	4,164,543.93	3,157,087.50	377,557.90	629,898.53
Third quarter	1,031,032.64		462,738.57	568,294.07
Fourth quarter	3,103,253.86	2,502,920.36	492,016.45	108,317.05
Rhode Island:				
Total, 5 months 1935–36	69,235.16	69,235.16		
Total, fiscal year 1936–37	443,885.36	370,210.05		73,675.31
First quarter	65,431.80	65,431.80		
Second quarter	84,466.72	84,466.72		
Third quarter	141,823.50	102,452.44		39,371.06
Fourth quarter	152,163.34	117,859.09		34,304.25
South Dakota:				
Total, 5 months 1935–36				
Total, fiscal year 1936–37	824,786.74	824,786.74		
First quarter				
Second quarter	249,889.50	249,889.50		
Third quarter	381,433.50	381,433.50		
Fourth quarter	193,463.74	193,463.74		
Texas:				
Total, 5 months 1935–36				
Total, fiscal year 1936–37	9,720,757.73	9,720,757.73		
First quarter	2,088,450.00	2,088,450.00		
Second quarter	2,415,000.00	2,415,000.00		
Third quarter	2,677,500.00	2,677,500.00		
Fourth quarter	2,539,807.73	2,539,807.73		
Utah:				
Total, 5 months 1935–36	452,732.57	313,980.70	20,204.10	118,547.77
Total, fiscal year 1936–37	854,628.28	589,154.53	22,409.70	243,064.05
First quarter	261,937.50	181,125.00	11,812.50	69,000.00
Second quarter	54,808.30	17,620.39		37,187.91
Third quarter	217,985.85	151,652.79	1,480.57	64,852.49
Fourth quarter	319,896.63	238,756.35	9,116.63	72,023.65
Vermont: [4]				
Total, 5 months 1935–36	128,374.72	118,041.84	2,625.00	7,707.88
Total, fiscal year 1936–37	355,659.47	317,103.62	10,473.04	28,082.81
First quarter	90,574.72	80,603.72	2,625.00	7,346.00
Second quarter	82,451.06	73,140.90	2,625.00	6,685.16
Third quarter	79,269.91	69,648.34	2,596.20	7,025.37
Fourth quarter	103,363.78	93,710.66	2,626.84	7,026.28
Washington:				
Total, 5 months 1935–36	1,216,208.50	906,202.50	39,501.00	270,505.00
Total, fiscal year 1936–37	4,313,281.50	3,493,301.24	120,387.07	699,593.19
First quarter	719,467.78	533,943.64	38,981.25	146,542.89
Second quarter	1,211,782.67	1,043,890.05	24,263.86	143,628.76
Third quarter	1,238,731.06	1,017,063.92	27,325.97	193,841.17
Fourth quarter	1,143,299.99	898,403.63	29,315.99	215,580.37

For footnotes, see end of table.

TABLE C–2.—*Federal grants to States with approved public-assistance plans: Advances certified by the Social Security Board for the fiscal year 1936–37, by quarters, and for the 5 months of the fiscal year 1935–36* [1]—Continued

State	Total	Old-age assistance [2]	Aid to the blind [2]	Aid to dependent children [3]
West Virginia: [4]				
Total, 5 months 1935–36				
Total, fiscal year 1936–37	$986, 787. 69	$732, 866. 50	$37, 800. 00	$216, 121. 19
First quarter				
Second quarter	563, 275. 00	354, 375. 00	18, 900. 00	190, 000. 00
Third quarter	374, 367. 06	354, 375. 00	18, 900. 00	1, 092. 06
Fourth quarter	49, 145. 63	24, 116. 50		25, 029. 13
Wisconsin: [4]				
Total, 5 months 1935–36	1, 918, 690. 82	1, 338, 750. 00	121, 607. 49	458, 333. 33
Total, fiscal year 1936–37	5, 423, 841. 13	4, 225, 556. 53	287, 308. 49	910, 976. 11
First quarter	1, 269, 569. 67	1, 040, 531. 09	64, 091. 91	164, 946. 67
Second quarter	1, 215, 378. 08	938, 371. 20	77, 152. 38	199, 854. 50
Third quarter	1, 458, 374. 96	1, 108, 938. 79	76, 581. 31	272, 854. 86
Fourth quarter	1, 480, 518. 42	1, 137, 715. 45	69, 482. 89	273, 320. 08
Wyoming:				
Total, 5 months 1935–36	123, 548. 93	96, 493. 83	12, 698. 70	14, 356. 40
Total, fiscal year 1936–37	454, 082. 98	340, 931. 35	33, 739. 97	79, 411. 66
First quarter	112, 355. 81	85, 050. 00	8, 771. 18	18, 534. 63
Second quarter	117, 296. 67	87, 899. 75	8, 356. 16	21, 040. 76
Third quarter	122, 940. 69	93, 624. 01	9, 014. 09	20, 302. 59
Fourth quarter	101, 489. 81	74, 357. 59	7, 598. 54	19, 533. 68

[1] Federal funds first became available on Feb. 11, 1936, to match sums provided by the States under public-assistance plans approved by the Social Security Board. For dates of approval of State plans and dates from which Federal funds first were available, see table C–1.

[2] Includes the total advanced to the States for assistance and an additional 5 percent for administration or assistance, or both, according to the provisions of titles I and X of the Social Security Act.

[3] Includes the total advanced to the States for assistance and administration according to the provisions of title IV of the Social Security Act.

[4] The following sums, representing one-half the collections made by States from the estates of recipients of old-age assistance, have been repaid the United States in accordance with title I, sec. 2 (a) (7) of the Social Security Act:

Total	$32, 792. 50
Arkansas	9. 00
Colorado	3, 119. 93
Connecticut	4, 169. 37
District of Columbia	1, 291. 95
Indiana	4, 949. 42
Michigan	$4, 505. 43
New Hampshire	97. 47
New Jersey	2, 650. 99
Vermont	518. 75
West Virginia	36. 25
Wisconsin	11, 443. 94

Amounts so recovered are deposited in the United States Treasury to the credit of the appropriation for the purposes of title I.

[5] These advances for old-age assistance cover June only.

[6] This advance covers May and June only.

[7] This advance covers June only.

[8] This advance covers June 7 to June 30 only.

PUBLIC-ASSISTANCE STATISTICS

The following statistics of public assistance under the Social Security Act are tabulated from monthly reports received from the States by the Division of Public Assistance Statistics of the Bureau of Research and Statistics.

To promote economical and coordinated reporting on the several aspects of the relief program in the States, the Division of Public Assistance Statistics has undertaken, at the request of the Central Statistical Board and other Federal agencies, the collection of statistics on general relief formerly reported to the Federal Emergency Relief Administration. By arrangement with the Works Progress Administration and the Resettlement Administration for inclusion of their data, it has become possible for the Division to compile and publish monthly statistics on all programs of public aid in the United States.

Tables C–3 to C–17, inclusive, are based on data submitted by those States which had public-assistance plans approved by the Social Security Board and were administering Federal funds during the specified periods. The numbers of States thus included are:

Month	Old-age assistance	Aid to the blind	Aid to dependent children
Fiscal year 1935–36:			
1936:			
February	16	9	9
March	21	11	12
April	28	17	17
May	32	19	17
June	34	21	20
Fiscal year 1936–37:			
1936:			
July	36	22	22
August	38	23	23
September	38	23	25
October	40	23	26
November	42	23	26
December	42	23	26
1937:			
January	42	25	28
February	42	26	28
March	42	26	28
April	42	27	28
May	42	28	30
June	41	28	31

For administrative reasons, States have not always made payments for the first month for which Federal funds were available. The numbers listed above are, therefore, not necessarily the same as those included in other tabulations in this appendix.

TABLE C–3.—*All public relief in the United States: Cases receiving public assistance under the Social Security Act, cases receiving general relief, number of persons certified as in need of relief employed under the Works Program, and cases receiving subsistence payments under the Resettlement Administration, Feb. 1, 1936–June 30, 1937* [1] *(all figures corrected to July 25, 1937)*

Month	Cases [2] receiving public assistance under the Social Security Act				Cases receiving general relief [3]	Number of persons certified as in need of relief employed under the Works Program [4]		Cases for which subsistence payments were certified by the Resettlement Administration [6]
	Old-age assistance	Aid to the blind	Aid to dependent children			Works Progress Administration	Other Federal agencies [5]	
			Families	Children				
Fiscal year 1935–36:								
February	246,820	12,054	26,570	68,663	2,133,000	2,898,849	601,581	139,347
March	294,224	13,103	27,447	70,301	2,005,000	2,734,371	605,872	172,177
April	471,364	16,374	56,898	144,413	1,825,000	2,442,694	605,305	107,932
May	563,578	16,646	61,170	154,600	1,668,000	2,219,749	636,234	85,884
June	604,095	17,570	70,026	177,466	1,566,000	2,135,636	607,579	62,357
Fiscal year 1936–37:								
July	787,026	26,499	89,135	225,784	1,460,000	2,129,488	606,511	41,212
August	843,415	26,902	83,975	218,278	1,437,000	2,253,641	587,586	60,220
September	861,452	27,479	91,693	238,708	1,394,000	2,349,992	588,997	77,290
October	973,146	27,984	105,023	269,478	1,406,000	2,445,415	598,502	88,153
November	1,035,221	28,436	107,310	274,223	1,415,000	2,347,669	572,361	92,749
December	1,106,930	28,971	109,720	280,325	1,518,000	2,071,287	536,822	[7] 134,809
January	1,151,193	29,423	117,702	299,661	1,664,000	2,033,650	529,121	[7] 334,761
February	1,201,009	30,124	122,350	310,306	1,726,000	2,032,656	505,700	[7] 214,749
March	1,258,800	30,999	128,590	325,129	1,683,000	2,018,231	488,340	[7] 322,606
April	1,297,146	31,592	133,966	338,860	[8] 1,557,000	1,989,415	498,085	299,750
May	1,328,587	35,167	165,711	412,955	[8] 1,383,000	1,926,345	480,303	217,633
June	1,293,964	35,974	170,768	425,065	[8] 1,274,000	1,753,876	[8] 453,071	191,248

[1] The several columns must not be added together to obtain a grand total for any month, since, by definition, the same family may be counted in 2 or more columns and since it is known that this occurs in a considerable proportion of the cases.

[2] A "case" is defined as a "grant" of public assistance. If 2 persons are granted old-age assistance or aid to the blind, both are counted in this table. If only 1 of the 2 is granted assistance, even though both are eligible, only 1 is counted here. An adult must be certified to receive aid granted in behalf of dependent children. The count of cases of aid to dependent children is similar to a count of family relief cases except that an aged person in the family which receives aid to dependent children may be certified for old-age assistance and thus will be counted as a separate case in this table. Figures for old-age assistance include Hawaii.

[3] Data for January 1936 through March 1937 from Federal Emergency Relief Administration, Division of Research, Statistics, and Records; for April 1937 and subsequent months from the Social Security Board. Figures are for the continental United States only; are partly estimated and subject to revision.

[4] Data from the Works Progress Administration, Division of Research, Statistics, and Records, are for the week ending nearest the end of the month. Figures are for the continental United States and exclude persons employed on National Youth Administration work projects and persons assisted under the student-aid program.

[5] Other agencies include bureaus of regular Government departments and independent establishments engaged in activities which could be expanded to employ relief workers and emergency agencies such as the Public Works Administration, the Resettlement Administration, and the Rural Electrification Administration. Emergency Conservation Work also is included in this column. The figures for this program include persons enrolled in the Civilian Conservation Corps and persons certified as in need of relief employed on Indian Emergency Conservation Work.

[6] Data from the Rural Rehabilitation Division of the Resettlement Administration. These figures are for the continental United States only. This count represents the number of emergency grant vouchers certified. Ordinarily only 1 grant voucher per case is certified per month.

[7] For administrative reasons 2 payments were certified for some cases in January and March 1937 and such cases are counted twice in these 2 months but are not counted in December 1936 and February 1937, respectively.

[8] Preliminary figures subject to revision.

TABLE C–4.—*All public relief in the United States: Obligations incurred for payments to recipients of special types of public assistance, for general relief extended to cases in the United States, earnings of persons certified as in need of relief employed under the Works Program, and subsistence payments under the Resettlement Administration, Feb. 1, 1936–June 30, 1937 (all figures corrected to July 25, 1937)*

Month	All public relief excluding administrative expense [1]	Obligations incurred for payments to recipients of the special types of public assistance					Obligations incurred for general relief extended to cases [4]	Earnings of persons certified as in need of relief employed under the Works Program [5]		Resettlement Administration subsistence payments [7]
		Under the Social Security Act [2]				Not under the Social Security Act [3]		Works Progress Administration	Other Federal agencies [6]	
		Total	Old-age assistance	Aid to the blind	Aid to dependent children					
Total for 17 months	$3,407,934,445	$334,405,977	$277,524,116	$10,815,299	$46,066,562	$51,844,000	$604,320,000	$1,948,367,495	$424,713,388	$44,283,585
Fiscal year 1935–36	[8]	41,221,361	33,805,934	1,810,105	5,605,322	[8]	[8]	[8]	[8]	[8]
February	213,197,404	4,635,973	3,746,305	286,742	602,926	7,694,000	46,960,000	129,385,446	21,924,976	2,597,009
March	223,089,041	5,295,326	4,338,450	315,694	641,182	7,687,000	44,660,000	135,847,100	26,448,262	3,151,353
April	209,697,739	8,796,352	7,079,861	385,126	1,331,365	5,295,000	40,430,000	126,632,798	26,529,936	2,013,653
May	196,821,136	10,782,022	8,986,089	399,125	1,396,808	4,043,000	35,500,000	118,199,220	26,989,674	1,307,220
June	195,948,625	11,711,688	9,655,229	423,418	1,633,041	4,080,000	33,660,000	113,154,536	32,397,719	944,682
Fiscal year 1936–37	2,369,180,500	293,184,616	243,718,182	9,005,194	40,461,240	23,045,000	403,110,000	1,325,148,395	290,422,821	34,269,668
July	186,970,935	15,804,054	13,056,931	646,541	2,100,582	2,477,000	31,130,000	109,918,300	27,078,731	562,850
August	191,126,452	18,092,958	15,101,606	662,237	2,329,115	2,008,000	29,870,000	113,215,744	27,044,374	895,376
September	196,477,186	19,376,281	16,078,288	682,129	2,615,864	2,001,000	30,230,000	116,639,794	27,081,701	1,148,410
October	205,012,106	21,452,940	17,984,943	704,990	2,763,007	2,021,000	30,920,000	122,334,178	26,916,981	1,367,007
November	207,094,235	22,896,097	19,331,519	722,563	2,842,015	2,094,000	32,130,000	124,318,957	24,239,211	1,415,970
December	203,619,307	24,503,122	20,763,277	738,325	3,001,520	2,123,000	36,530,000	114,553,614	23,735,926	[9] 2,173,645

January	198, 115, 621	25, 739, 031	21, 655, 757	750, 515	3, 332, 759	2, 092, 000	37, 980, 000	103, 892, 256	22, 928, 190	[9] 5, 484, 144
February	198, 524, 379	26, 806, 920	22, 539, 413	767, 244	3, 500, 263	2, 094, 000	39, 310, 000	105, 160, 795	21, 618, 384	[9] 3, 534, 280
March	205, 130, 802	28, 166, 519	23, 628, 623	787, 795	3, 750, 101	2, 101, 000	39, 830, 000	106, 766, 585	22, 735, 783	[9] 5, 530, 915
April	199, 148, 732	29, 026, 304	24, 359, 913	795, 885	3, 870, 506	2, 102, 000	[10] 35, 970, 000	104, 866, 364	21, 931, 522	5, 252, 542
May	194, 426, 595	30, 742, 323	24, 754, 845	863, 714	5, 123, 764	1, 005, 000	[10] 30, 820, 000	104, 118, 539	24, 072, 261	3, 668, 472
June	183, 534, 150	30, 578, 067	24, 463, 067	883, 256	5, 231, 744	927, 000	[10] 28, 390, 000	[10] 99, 363, 269	21, 039, 757	3, 236, 057

[1] This total is partly estimated but is believed to be complete for the continental United States.

[2] Amount of payments to recipients from Federal, State, and local funds, administrative expenses excluded. In all States payments must be made in cash. In most States these payments are made within the month for which the assistance is intended. In a few States, however, checks are written prior to the beginning of the month or after the end of the month for which payments are made. States are requested, therefore, to report the amount of obligations incurred for the month for direct assistance. These figures are for direct assistance to recipients only and do not include obligations incurred for payments to persons other than those certified for public assistance, such as payments for burial or payments to physicians, hospitals, clinics, or others rendering services to the clients. Figures for old-age assistance include Hawaii.

[3] Amount of payments to recipients from State and local funds for old-age assistance, aid to dependent children, and aid to the blind not administered under plans approved by the Social Security Board. Figures for old-age assistance include Alaska and Hawaii. All figures are partly estimated and subject to revision.

[4] Figures for January 1936 through March 1937 from Federal Emergency Relief Administration, Division of Research, Statistics, and Records; for April 1937 and subsequent months from the Social Security Board. These figures are for the continental United States only and exclude administrative expense, nonrelief expense, and the expense of special programs. Figures are partly estimated and subject to revision.

[5] Data from the Works Progress Administration, Division of Research, Statistics, and Records. These figures are for the continental United States only.

[6] Other agencies include bureaus of regular Government departments and independent establishments engaged in activities which could be expanded to employ relief workers, and emergency agencies such as the Public Works Administration, the Resettlement Administration, the Rural Electrification Administration, and the National Youth Administration. Emergency Conservation Work also is included in this column. The figures for this program include the obligations incurred for allowances to enrolled members of the Civilian Conservation Corps and payments to persons certified as in need of relief employed on Indian Emergency Conservation Work. All figures are partly estimated and subject to revision.

[7] Data from Rural Rehabilitation Division of the Resettlement Administration. These figures are for the continental United States only and represent the amount of emergency grant vouchers certified for subsistence payments to cases.

[8] Total for fiscal year omitted, since data given in this column are complete for that year only for assistance under the Social Security Act.

[9] For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

[10] Preliminary figures subject to revision.

TABLE C–5.—*Old-age assistance: Number of recipients, by months, for the fiscal year 1936–37 and average monthly number for the fiscal year 1935–36 (5 months) in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Average monthly number of recipients of old-age assistance, fiscal year 1935–36 (5 months)	Number of recipients [1] of old-age assistance, by month, fiscal year 1936–37											
		July	August	September	October	November	December	January	February	March	April	May	June
Total	553,660	787,026	843,415	861,452	973,146	1,035,221	1,106,930	1,151,193	1,201,009	1,258,800	1,297,146	1,328,587	1,293,964
1. Alabama [2]	6,161	9,614	10,523	10,594	10,492	10,619	10,733	10,686	10,799	10,885	10,553	10,737	11,408
2. Arizona	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	[4] 0
3. Arkansas	11,499	9,792	10,909	13,239	14,179	14,139	14,857	15,316	15,158	14,994	14,808	14,682	14,556
4. California	40,600	44,905	47,954	52,142	55,456	59,058	63,172	65,755	68,034	70,731	73,691	75,735	78,217
5. Colorado	21,526	22,180	23,152	24,419	25,127	25,793	26,586	27,096	27,709	28,236	28,614	28,819	28,991
6. Connecticut	6,211	9,070	10,022	10,578	10,934	11,381	11,632	12,229	12,591	12,870	13,101	13,379	13,569
7. Delaware	1,926	2,652	2,768	2,899	2,982	3,034	3,057	3,011	2,998	2,996	3,000	2,996	3,001
8. District of Columbia	202	[4] 0	580	790	977	1,174	1,386	1,616	1,771	1,964	2,135	2,325	2,476
9. Florida	(3)	(3)	(3)	(3)	4,287	5,827	7,237	8,284	8,975	9,563	9,949	10,542	10,912
10. Hawaii	(3)	(3)	(3)	580	583	587	595	594	594	593	596	598	813
11. Idaho	5,905	7,242	7,398	7,652	7,777	7,822	7,924	8,012	8,115	8,243	8,302	7,759	7,909
12. Illinois	(3)	22,286	35,080	49,762	66,167	78,606	93,230	106,384	113,093	119,073	120,317	118,300	115,500
13. Indiana	31,823	29,132	30,158	30,589	32,227	33,597	34,740	35,417	36,377	37,069	37,855	38,672	39,218
14. Iowa	27,771	29,751	29,435	29,117	29,698	29,781	29,704	30,274	31,034	32,479	33,175	35,390	36,595
15. Kentucky	(3)	[4] 0	238	1,539	3,738	6,218	11,522	15,440	17,812	20,164	24,887	31,600	35,649
16. Louisiana	9,156	9,412	9,649	9,696	10,699	12,010	12,891	13,758	15,120	16,651	18,256	20,338	20,683
17. Maine	769	2,269	3,341	4,002	[5] 0	3,964	3,934	3,841	3,830	3,798	3,732	3,715	3,674
18. Maryland	7,641	10,127	10,543	10,905	11,224	11,668	12,482	12,826	12,860	12,898	12,988	13,595	13,908
19. Massachusetts	27,496	28,764	29,314	36,500	41,935	44,714	47,979	51,444	53,951	55,443	56,705	57,745	58,881
20. Michigan	24,121	29,015	29,822	30,588	31,555	32,007	32,705	33,495	34,043	34,435	34,463	35,027	35,883
21. Minnesota	25,631	42,861	45,379	49,246	51,478	53,884	56,463	57,294	58,332	59,455	60,558	61,446	61,870
22. Mississippi	16,327	15,467	16,299	16,486	16,623	16,621	17,892	17,774	17,953	18,321	17,780	17,346	16,994
23. Missouri	15,743	48,817	48,663	48,158	54,594	56,635	56,276	55,883	55,335	54,150	53,582	53,073	[4] 0
24. Montana	986	1,883	3,895	6,076	7,283	7,803	8,243	8,706	8,798	9,083	9,569	9,787	10,051
25. Nebraska	12,568	21,110	21,503	22,759	23,376	23,802	24,456	25,114	25,570	26,142	26,465	26,840	26,961
26. New Hampshire	2,430	2,798	2,888	2,992	3,056	3,099	3,176	3,230	3,266	3,308	3,348	3,391	3,427
27. New Jersey	15,601	17,216	18,504	19,634	20,432	21,040	21,681	22,212	22,616	23,060	23,507	23,833	23,960
28. New Mexico	483	929	1,398	2,571	2,730	2,786	2,841	2,974	3,041	3,205	3,265	3,272	3,280
29. New York	58,438	59,005	60,289	60,822	65,176	68,920	72,320	76,352	82,392	87,233	91,656	94,397	96,624
30. North Dakota	1,260	3,817	4,725	5,464	5,914	6,107	6,307	6,459	6,634	6,747	6,845	6,908	6,996
31. Ohio	85,699	87,927	90,984	90,868	96,538	98,504	99,465	99,705	101,233	102,509	103,969	103,301	103,125
32. Oklahoma	36,779	41,900	37,458	(7)	38,618	40,946	44,023	46,962	50,770	55,614	59,619	62,572	65,200
33. Oregon	8,227	10,317	11,014	11,393	11,632	11,801	11,982	12,089	12,139	12,342	12,493	12,638	12,778

34. Pennsylvania	[3]	44,042	47,929	48,010	52,451	56,730	62,036	67,703	70,917	74,886	81,097	87,623	90,073
35. Rhode Island	1,368	1,935	2,189	2,384	2,619	3,009	3,242	3,435	3,671	3,880	4,093	4,301	4,510
36. South Dakota	[3]	[3]	[3]	[3]	3,282	5,738	10,038	13,031	12,930	12,101	9,275	8,684	8,623
37. Texas	[3]	59,999	75,604	81,269	86,792	90,256	101,319	93,126	103,195	121,771	127,772	129,805	128,226
38. Utah	4,016	4,298	4,262	4,560	4,909	5,106	5,294	5,430	5,691	5,961	6,283	6,434	6,540
39. Vermont	4,167	4,090	4,096	4,066	4,030	4,002	3,967	3,910	3,874	3,879	3,900	3,888	3,869
40. Washington	15,547	19,976	21,871	24,612	26,244	27,542	28,210	28,916	29,715	30,325	30,694	31,269	31,860
41. West Virginia	[3]	[3]	[3]	[3]	[4] 0	2,875	4,781	8,264	10,418	13,589	15,718	17,120	18,128
42. Wisconsin	23,683	30,075	31,118	31,985	32,821	33,482	33,992	34,536	35,004	35,463	35,815	35,936	36,208
43. Wyoming	1,900	2,353	2,461	2,506	2,511	2,534	2,560	2,610	2,651	2,691	2,716	2,769	2,818

[1] The number reported in this table is the number of recipients whose applications for old-age assistance have been approved formally. This number may be less than the total number of persons eligible for and receiving old-age assistance since in certain States 1 grant may be made to cover the needs of 2 or more aged persons. The number is also less than the total number of persons in households receiving old-age assistance, since only the person formally granted and receiving old-age assistance for each month is counted.

[2] Figures include Confederate pensioners as follows: 1936—July, August, and September, 2,281; October, November, and December, 2,212; 1937—January, February, and March, 2,035; April, 1,947; May and June, 1,720.

[3] Not administering old-age assistance under an approved plan this month.

[4] Federal funds available but no payments made for old-age assistance for this month.

[5] Because of a change in accounting procedure, no payments made for old-age assistance for this month.

[6] Because of inadequacy of State funds, no payments made for old-age assistance for this month.

[7] Federal funds available from Apr. 1 through Aug. 31, 1936. First Federal funds available under revised plan Oct. 1, 1936.

TABLE C–6.—*Old-age assistance: Obligations incurred for payments [1] to recipients, by months, for the fiscal year 1936–37 and total for the fiscal year 1935–36 (5 months) in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Obligations incurred for payments to recipients of old-age assistance												
	Fiscal year 1935–36 (5 months)	Fiscal year 1936–37											
		July	August	September	October	November	December	January	February	March	April	May	June
Total	$33,805,934	$13,056,931	$15,101,606	$16,078,288	$17,984,943	$19,331,519	$20,763,277	$21,655,757	$22,539,413	$23,628,623	$24,359,913	$24,754,845	$24,463,067
1. Alabama [2]	226,430	101,394	113,093	113,617	113,436	114,635	115,023	111,909	112,916	114,934	120,103	116,758	123,031
2. Arizona	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	[4] 0
3. Arkansas	210,627	57,764	64,991	79,167	127,550	127,224	133,872	138,414	136,982	135,526	133,930	132,878	131,796
4. California	2,809,872	1,405,293	1,508,428	1,642,251	1,744,201	1,862,999	1,980,852	2,071,675	2,147,317	2,223,807	2,311,704	2,379,687	2,452,404
5. Colorado	1,176,025	460,326	628,312	673,018	693,170	713,102	735,020	749,572	767,106	781,499	791,166	795,131	799,425
6. Connecticut	356,394	224,204	254,368	262,947	284,483	286,875	305,604	315,140	295,788	336,804	332,860	350,859	345,456
7. Delaware	97,732	27,403	28,699	30,197	31,405	32,144	32,488	32,168	32,097	32,096	32,099	32,097	32,097
8. District of Columbia	21,395	[5] 0	14,700	19,997	25,154	29,629	34,937	40,943	44,834	49,710	53,922	57,649	61,228
9. Florida	(3)	(3)	(3)	(3)	44,210	61,389	78,889	89,855	97,700	106,251	112,544	120,629	126,087
10. Hawaii	(3)	(3)	(3)	6,622	6,650	6,663	6,813	6,803	7,980	8,126	8,488	8,698	10,249
11. Idaho	622,979	153,128	175,050	179,470	181,831	182,586	184,669	186,626	189,238	192,028	192,707	180,318	183,021
12. Illinois	(3)	286,004	460,585	679,712	937,106	1,165,446	1,437,340	1,668,238	1,816,354	1,944,831	1,982,754	1,947,012	1,902,795
13. Indiana	757,436	242,056	290,583	349,646	416,410	462,794	496,982	518,447	541,866	559,685	578,725	596,782	608,944
14. Iowa	2,005,706	432,794	427,783	424,506	434,886	436,101	436,247	446,225	459,871	481,313	492,072	525,016	544,591
15. Kentucky	(3)	[4] 0	1,769	14,096	35,719	60,493	115,039	154,863	178,988	202,322	248,465	314,668	354,704
16. Louisiana	94,180	99,945	106,515	116,466	135,293	151,211	163,653	169,696	182,850	195,336	210,699	229,450	193,417
17. Maine	30,368	45,095	66,921	80,394	[6] 0	79,522	78,883	76,985	76,774	76,124	74,720	74,335	73,356
18. Maryland	592,563	160,904	168,000	175,084	185,953	192,723	205,499	217,122	220,337	221,478	223,008	234,431	239,230
19. Massachusetts	3,270,047	698,184	718,919	913,339	1,083,780	1,165,370	1,259,359	1,357,561	1,434,767	1,533,538	1,520,037	1,544,812	1,580,011
20. Michigan	1,987,779	476,340	490,162	500,608	517,338	525,606	538,529	554,706	568,089	576,278	577,483	588,417	615,897
21. Minnesota	1,856,673	788,854	842,191	917,416	960,856	1,012,304	1,063,951	1,086,126	1,106,993	1,137,306	1,164,355	1,186,560	1,198,856
22. Mississippi	434,063	55,300	58,072	58,971	59,635	59,885	70,226	71,671	72,095	74,359	72,598	71,238	70,783
23. Missouri	705,073	456,472	454,984	450,422	622,722	647,332	643,180	633,656	632,292	618,376	611,866	606,009	[4] 0
24. Montana	12,706	33,687	78,091	125,146	148,350	159,632	168,219	177,485	181,801	187,116	198,568	203,424	209,011
25. Nebraska	902,024	309,980	315,792	339,835	364,990	394,936	423,357	442,476	460,375	476,657	483,771	487,779	486,372
26. New Hampshire	247,047	57,606	61,086	63,617	65,663	66,507	68,310	69,758	71,675	72,081	72,522	74,106	75,083
27. New Jersey	742,895	272,314	292,930	311,857	327,302	338,543	351,436	363,145	372,264	382,339	391,930	398,057	401,050
28. New Mexico	13,833	13,619	21,035	41,450	44,410	46,339	47,540	49,840	51,466	54,701	31,951	35,156	34,434
29. New York	2,410,111	1,218,886	1,255,996	1,275,665	1,386,426	1,475,504	1,548,687	1,632,036	1,769,126	1,898,153	2,106,843	2,091,132	2,133,063
30. North Dakota	38,756	58,259	72,098	84,234	92,062	95,781	99,902	102,692	106,058	108,218	110,995	112,463	114,172
31. Ohio	6,438,444	1,331,581	2,274,170	2,269,140	2,404,178	2,441,346	2,438,086	2,426,667	2,405,894	2,380,446	2,361,829	2,338,122	2,327,076
32. Oklahoma	821,315	333,198	187,290	(7)	308,944	472,753	603,079	668,169	736,453	819,557	881,658	927,637	966,699
33. Oregon	499,932	213,794	230,968	239,628	244,634	248,456	252,946	255,683	258,633	262,477	266,359	269,644	273,182
34. Pennsylvania	(3)	942,452	1,031,659	1,039,018	1,138,338	1,229,342	1,346,266	1,471,489	1,541,310	1,629,519	1,768,491	1,913,800	1,972,669

35. Rhode Island	120,208	33,630	37,514	40,844	45,078	51,906	56,182	59,578	64,178	67,934	72,052	76,362	80,700
36. South Dakota	[3]	[3]	[3]	[3]	72,137	123,840	212,905	268,059	240,475	221,918	174,208	80,870	80,531
37. Texas	[3]	949,055	1,186,756	1,273,559	1,351,825	1,396,820	1,536,156	1,394,945	1,514,489	1,719,262	1,784,005	1,793,843	1,761,540
38. Utah	300,871	80,313	79,156	101,792	109,974	114,671	119,279	122,655	128,712	134,866	142,230	145,962	147,976
39. Vermont	230,299	45,771	46,130	45,952	45,540	45,362	44,996	44,498	44,540	45,314	46,492	46,666	46,434
40. Washington	1,541,687	398,144	441,471	501,977	534,098	561,458	575,677	590,028	608,271	621,392	631,086	648,410	665,906
41. West Virginia	[3]	[3]	[3]	[3]	[4] 0	12,721	59,500	106,022	137,438	207,981	240,909	263,145	278,276
42. Wisconsin	2,061,488	543,870	564,135	584,912	607,246	626,899	640,265	652,919	667,633	680,745	690,477	696,873	702,623
43. Wyoming	168,976	49,312	51,204	51,716	51,960	52,670	53,434	54,212	55,388	56,220	56,832	57,960	58,892

[1] Amount of payments to recipients from Federal, State, and local funds, administrative expenses excluded. In all States payments must be made in cash. In most States these payments are made within the month for which the assistance is intended. In a few States, however, checks are written prior to the beginning of the month or after the end of the month for which payments are made. States are requested, therefore, to report the amount of obligations incurred for the month for direct assistance. These figures are for direct assistance to recipients only and do not include obligations incurred for payments to persons other than those certified for public assistance, such as payments for burial or payments to physicians, hospitals, clinics, or others rendering services to the client.

[2] Figures include amount of payments to Confederate pensioners as follows: 1936—July, August, and September, $52,175; October, November, and December, $50,345; 1937—January, February, and March, $46,080; April, $53,710; May and June, $47,470.

[3] Not administering old-age assistance under an approved plan this month.

[4] Federal funds available but no payments made for old-age assistance for this month.

[5] Because of a change in accounting procedure, no payments made for old-age assistance for this month.

[6] Because of inadequacy of State funds, no payments made for old-age assistance for this month.

[7] Federal funds available from Apr. 1 through Aug. 31, 1936. First Federal funds available under revised plan Oct. 1, 1936.

TABLE C–7.—*Old-age assistance: Average payment per recipient, by months, for the fiscal year 1936–37 in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Average payment [1] per recipient of old-age assistance, by month, fiscal year 1936–37											
	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June
Median for States making payments	$16.16	$16.79	$16.75	$16.62	$16.61	$17.02	$17.14	$17.30	$17.34	$17.38	$17.02	$17.20
1. Alabama [2]	10.54	10.74	10.72	10.81	10.80	10.72	10.47	10.46	10.56	11.38	10.87	10.78
2. Arizona	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	[4] 0
3. Arkansas	5.90	5.96	5.98	9.00	9.00	9.01	9.04	9.04	9.04	9.04	9.05	9.05
4. California	31.29	31.46	31.50	31.45	31.55	31.36	31.51	31.56	31.44	31.37	31.42	31.35
5. Colorado	20.75	27.14	27.56	27.59	27.65	27.65	27.66	27.68	27.68	27.65	27.59	27.57
6. Connecticut	24.72	25.38	24.86	26.03	25.21	26.27	25.77	23.49	26.17	25.41	26.22	25.46
7. Delaware	10.33	10.37	10.42	10.53	10.59	10.63	10.68	10.71	10.71	10.70	10.71	10.70
8. District of Columbia	[5] 0	25.34	25.31	25.75	25.24	25.21	25.34	25.32	25.31	25.26	24.80	24.73
9. Florida	(3)	(3)	(3)	10.31	10.54	10.90	10.85	10.89	11.11	11.31	11.44	11.55
10. Hawaii	(3)	(3)	11.42	11.41	11.35	11.45	11.45	13.43	13.70	14.24	14.55	12.61
11. Idaho	21.14	23.66	23.45	23.38	23.34	23.31	23.29	23.32	23.30	23.21	23.24	23.14
12. Illinois	12.83	13.13	13.66	14.16	14.83	15.42	15.68	16.06	16.33	16.48	16.46	16.47
13. Indiana	8.31	9.64	11.43	12.92	13.77	14.31	14.64	14.90	15.10	15.29	15.43	15.53
14. Iowa	14.55	14.53	14.58	14.64	14.64	14.69	14.74	14.82	14.82	14.83	14.84	14.88
15. Kentucky	[4] 0	7.43	9.16	9.56	9.73	9.98	10.03	10.05	10.03	9.98	9.96	9.95
16. Louisiana	10.62	11.04	12.01	12.65	12.59	12.70	12.33	12.09	11.73	11.54	11.28	9.35
17. Maine	19.87	20.03	20.09	[6] 0	20.06	20.05	20.04	20.05	20.04	20.02	20.01	19.97
18. Maryland	15.89	15.93	16.06	16.57	16.52	16.46	16.93	17.13	17.17	17.17	17.24	17.20
19. Massachusetts	24.27	24.52	25.02	25.84	26.06	26.25	26.39	26.59	27.66	26.81	26.75	26.84
20. Michigan	16.42	16.44	16.37	16.40	16.42	16.47	16.56	16.69	16.74	16.76	16.80	17.16
21. Minnesota	18.40	18.56	18.63	18.67	18.79	18.84	18.96	18.98	19.13	19.23	19.31	19.38
22. Mississippi	3.58	3.56	3.58	3.59	3.60	3.92	4.03	4.02	4.06	4.08	4.11	4.17
23. Missouri	9.35	9.35	9.35	11.41	11.43	11.43	11.43	11.43	11.42	11.42	11.42	[5] 0
24. Montana	17.89	20.05	20.60	20.37	20.46	20.41	20.39	20.66	20.60	20.75	20.79	20.80
25. Nebraska	14.68	14.69	14.93	15.61	16.59	17.31	17.62	18.00	18.23	18.28	18.17	18.04
26. New Hampshire	20.59	21.15	21.26	21.49	21.46	21.51	21.60	21.95	21.79	21.78	21.85	21.91
27. New Jersey	15.82	15.83	15.88	16.02	16.09	16.21	16.35	16.46	16.58	16.67	16.70	16.74
28. New Mexico	14.66	15.05	16.12	16.27	16.63	16.73	16.76	16.92	17.07	9.79	10.74	10.50
29. New York	20.66	20.83	20.97	21.27	21.41	21.41	21.38	21.47	21.76	22.99	22.15	22.08
30. North Dakota	15.26	15.26	15.42	15.57	15.68	15.84	15.90	15.99	16.04	16.22	16.28	16.32
31. Ohio	15.14	25.00	24.97	24.90	24.78	24.51	24.34	23.77	23.22	22.72	22.63	22.57
32. Oklahoma	7.95	5.00	(7)	8.00	11.55	13.70	14.23	14.51	14.74	14.79	14.83	14.83
33. Oregon	20.72	20.97	21.03	21.03	21.05	21.11	21.15	21.31	21.27	21.32	21.34	21.38
34. Pennsylvania	21.40	21.52	21.64	21.70	21.67	21.70	21.73	21.73	21.76	21.81	21.84	21.90
35. Rhode Island	17.38	17.14	17.13	17.21	17.25	17.33	17.34	17.48	17.51	17.60	17.75	17.89
36. South Dakota	(3)	(3)	(3)	21.98	21.58	21.21	20.57	18.60	18.34	18.78	9.31	9.34
37. Texas	15.82	15.70	15.67	15.58	15.48	15.16	14.98	14.68	14.12	13.96	13.82	13.74
38. Utah	18.69	18.57	22.32	22.40	22.46	22.53	22.59	22.62	22.62	22.64	22.69	22.63
39. Vermont	11.19	11.26	11.30	11.30	11.33	11.34	11.38	11.50	11.68	11.92	12.00	12.00
40. Washington	19.93	20.19	20.40	20.35	20.39	20.41	20.40	20.47	20.49	20.56	20.74	20.90
41. West Virginia	(3)	(3)	(3)	[4] 0	4.42	12.45	12.83	13.19	15.31	15.33	15.37	15.35
42. Wisconsin	18.08	18.13	18.29	18.50	18.72	18.84	18.91	19.07	19.20	19.28	19.39	19.41
43. Wyoming	20.96	20.81	20.64	20.69	20.79	20.87	20.77	20.89	20.90	20.92	20.93	20.90

[1] Amount of payments to recipients from Federal, State, and local funds, administrative expenses excluded. (See footnote 1, table C–6.)

[2] Average payment per recipient for Confederate pensioners as follows: 1936—July, August, and September, $22.87; October, November, and December, $22.76; 1937—January, February, and March, $22.64; April, $27.59; May and June, $27.60.

[3] Not administering old-age assistance under an approved plan this month.

[4] Federal funds available but no payments made for old-age assistance for this month.

[5] Because of a change in accounting procedure, no payments made for old-age assistance for this month.

[6] Because of inadequacy of State funds, no payments made for old-age assistance for this month.

[7] Federal funds available from Apr. 1 through Aug. 31, 1936. First Federal funds available under revised plan Oct. 1, 1936.

TABLE C–8.—*Old-age assistance: Applications during the fiscal year 1936–37 in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Number of applications for old-age assistance during the fiscal year 1936–37 [1]						
	Pending [2]	Received	Total	Disposed of during fiscal year			Pending June 30, 1937
				Total	Granted	Other disposition	
Total for 38 States	624,876	687,037	1,311,913	1,083,117	721,313	361,804	[3] 228,796
1. Alabama	13,836	11,540	25,376	22,415	7,139	15,276	2,961
2. Arizona [4]	(4)	(4)	(4)	(4)	(4)	(4)	(4)
3. Arkansas	2,051	22,364	24,415	12,729	6,278	6,451	11,686
4. California	16,807	50,473	67,280	59,620	45,008	14,612	7,660
5. Colorado	1,710	15,770	17,480	16,829	12,914	3,915	651
6. Connecticut	3,283	6,407	9,690	8,737	7,112	1,625	953
7. Delaware	1,421	1,933	3,354	2,415	1,092	1,323	939
8. District of Columbia	2,713	1,608	4,321	3,366	2,319	1,047	955
9. Florida	5,825	16,957	22,782	14,366	10,961	3,405	8,416
10. Hawaii	29	693	722	573	495	78	149
11. Idaho	261	3,623	3,884	3,632	2,542	1,090	252
12. Illinois	147,239	56,531	203,770	175,786	121,994	53,792	27,984
13. Indiana	11,871	19,052	30,923	27,985	19,023	8,962	2,938
14. Iowa [5]	17,099	9,987	27,086	18,841	11,964	6,877	8,245
15. Kentucky	0	66,639	66,639	42,588	36,989	5,599	24,051
16. Louisiana [6]	(6)	(6)	(6)	(6)	(6)	(6)	(6)
17. Maine	18,934	7,630	26,564	6,243	2,985	3,258	20,321
18. Maryland [6]	(6)	(6)	(6)	(6)	(6)	(6)	(6)
19. Massachusetts [7]	2,125	2,758	4,883	2,871	2,205	666	2,012
20. Michigan	4,120	19,813	23,933	19,253	13,244	6,009	4,680
21. Minnesota [5]	12,086	20,553	32,639	30,789	22,210	8,579	1,850
22. Mississippi	2,893	8,626	11,519	10,524	7,025	3,499	995
23. Missouri	68,299	16,830	85,129	53,898	42,652	11,246	31,231
24. Montana	7,174	7,263	14,437	13,752	11,270	2,482	685
25. Nebraska	2,858	10,639	13,497	12,509	9,470	3,039	988
26. New Hampshire	408	2,140	2,548	2,346	1,421	925	202
27. New Jersey	6,112	17,792	23,904	22,183	12,322	9,861	1,721
28. New Mexico [6]	(6)	(6)	(6)	(6)	(6)	(6)	(6)
29. New York [6]	(6)	(6)	(6)	(6)	(6)	(6)	(6)
30. North Dakota	1,439	6,680	8,119	7,350	5,076	2,274	769
31. Ohio	20,890	49,787	70,677	48,495	26,046	22,449	22,182
32. Oklahoma	530	59,448	59,978	55,790	36,199	19,591	4,188
33. Oregon	2,806	6,329	9,135	8,188	5,415	2,773	947
34. Pennsylvania [8]	58,953	29,728	88,681	82,148	49,766	32,382	6,533
35. Rhode Island	10,156	3,296	13,452	10,715	3,284	7,431	2,737
36. South Dakota	0	20,169	20,169	17,629	15,044	2,585	2,540
37. Texas	145,853	44,269	190,122	186,375	115,965	70,410	3,747
38. Utah	697	4,254	4,951	4,796	3,421	1,375	155
39. Vermont	2,949	1,170	4,119	896	389	507	3,223
40. Washington	23,802	13,803	37,605	24,054	17,185	6,869	13,551
41. West Virginia	0	35,033	35,033	30,855	19,266	11,589	4,178
42. Wisconsin	7,324	14,203	21,527	20,167	12,656	7,511	1,360
43. Wyoming	323	1,247	1,570	1,409	967	442	161

[1] Figures for each State limited to those months for which Federal funds were available.
[2] Figures represent the number of applications pending on July 1, 1936, or at the beginning of the first month for which Federal funds were available subsequent to July 1, 1936.
[3] In addition, the following States reported applications pending June 30, 1937: Louisiana, 4,594; Maryland, 4,995; New Mexico, 1,256; New York, 9,831; making a total of 249,472 applications pending in 42 States.
[4] Federal funds available from June 1, 1937, but no applications for old-age assistance reported.
[5] Data cover 10 months for which State reported completely.
[6] Report for June received too late to be included in this table.
[7] Data cover 1 month for which State reported completely.
[8] Data cover 9 months for which State reported completely.

TABLE C-9.—*Aid to the blind: Number of recipients, by months, for the fiscal year 1936–37 and average monthly number for the fiscal year 1935–36 (5 months) in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Average monthly number of recipients of aid to the blind, fiscal year 1935–36 (5 months)	Number of recipients [1] of aid to the blind, by month, fiscal year 1936–37											
		July	August	September	October	November	December	January	February	March	April	May	June
Total	20,954	26,499	26,902	27,479	27,984	28,436	28,971	29,423	30,124	30,999	31,592	35,167	35,974
1. Alabama	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	104	158	192
2. Arizona	40	65	82	107	134	153	167	173	143	148	160	171	177
3. Arkansas	384	427	446	478	497	526	566	603	610	628	669	690	716
4. California	[2]	4,271	4,287	4,366	4,417	4,441	4,516	4,542	4,575	4,640	4,666	4,701	4,761
5. Colorado	388	561	603	614	634	634	651	643	581	586	585	588	584
6. Connecticut	155	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]
7. District of Columbia	18	[4]	47	65	72	84	98	109	115	121	128	139	143
8. Idaho	190	228	237	248	262	262	263	264	263	267	271	258	261
9. Indiana	1,072	1,066	1,055	1,005	1,044	1,203	1,358	1,464	1,568	1,633	1,748	1,863	1,942
10. Louisiana	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[5] 0	[5] 0	[5] 0	[5] 0	[5] 0	[5] 0
11. Maine	1,088	1,098	1,106	1,113	1,129	1,144	1,137	1,148	1,128	1,113	1,112	1,137	1,157
12. Maryland	551	545	553	567	571	574	574	579	590	602	600	581	587
13. Massachusetts	4,424	1,069	1,042	1,042	1,001	971	955	962	975	957	956	970	981
14. Michigan	[2]	180	183	191	258	340	385	432	466	492	538	563	587
15. Mississippi	873	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]
16. Nebraska	192	445	499	528	541	529	504	509	520	527	543	546	552
17. New Hampshire	253	266	268	272	274	269	272	273	278	282	284	286	287
18. New Jersey	[2]	458	460	456	465	460	475	467	483	483	486	482	493
19. New Mexico	10	19	51	123	133	140	145	150	154	160	165	171	172
20. New York	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	2,353	2,319
21. North Carolina	378	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]
22. North Dakota	[2]	[2]	[2]	[2]	[2]	[5] 0	[5] 0	1	3	13	25	33	54
23. Ohio	[2]	3,636	3,409	3,515	3,506	3,482	3,544	3,581	3,610	3,641	3,668	3,676	3,689
24. Oklahoma	[2]	[2]	[2]	[2]	[2]	[2]	[5] 0	[5] 0	329	640	930	1,221	1,466
25. Oregon	36	121	186	226	259	296	320	339	346	367	389	398	405
26. Pennsylvania	7,753	8,698	8,991	9,179	9,421	9,535	9,628	9,738	9,892	10,003	10,156	10,306	10,461

27. Utah	162	208	207	210	216	231	236	247	250	250	253	252	254
28. Vermont	86	125	144	147	149	147	147	147	150	149	149	149	148
29. Washington	669	710	736	748	743	789	813	815	840	866	412	727	765
30. West Virginia	[2]	[2]	[2]	[2]	[5] 0	[5] 0	[5] 0	38	69	243	416	586	663
31. Wisconsin	2,077	2,119	2,122	2,090	2,068	2,042	2,034	2,017	2,000	2,003	1,995	1,982	1,980
32. Wyoming	155	184	188	189	190	184	183	182	186	185	184	180	178

[1] The number reported in this table is the number of recipients whose applications for aid to the blind have been approved formally. This number may be less than the total number of persons eligible for and receiving aid to the blind, since in certain States 1 grant may be made to cover the needs of 2 or more blind persons. The number is also less than the total number of persons in households receiving aid to the blind, since only the person formally granted and receiving aid to the blind for each month is counted.

[2] Not administering aid to the blind under an approved plan this month.

[3] Federal funds available from Feb. 1 through June 30, 1936. No request from the State for Federal funds after July 1, 1936.

[4] Because of a change in accounting procedure no payments made for aid to the blind for this month.

[5] Federal funds available but no payments made for aid to the blind for this month.

[6] Federal funds available for February and March 1936; legislation expired Apr. 1, 1936.

[7] Federal funds available from Feb. 1 through June 30, 1936; payments suspended July 1, 1936.

TABLE C–10.—*Aid to the blind: Obligations incurred for payments [1] to recipients, by months, for the fiscal year 1936–37 and total for the fiscal year 1935–36 (5 months) in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Obligations incurred for payments to recipients of aid to the blind												
	Fiscal year 1935–36 (5 months)	Fiscal year 1936–37											
		July	August	September	October	November	December	January	February	March	April	May	June
Total	$1,810,105	$646,541	$662,237	$682,129	$704,990	$722,563	$738,325	$750,515	$767,244	$787,795	$795,885	$863,714	$883,256
1. Alabama	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	968	1,578	1,862
2. Arizona	718	1,184	1,567	2,051	2,541	2,984	3,284	3,480	2,589	3,066	3,355	3,624	3,844
3. Arkansas	5,670	2,452	2,606	2,870	4,394	4,696	5,136	5,377	5,393	5,389	5,983	6,187	6,416
4. California	[2]	145,422	147,326	151,541	154,322	156,331	159,006	160,729	162,636	165,140	166,743	168,607	170,541
5. Colorado	22,270	11,048	12,938	14,284	15,500	15,904	16,688	16,616	15,135	15,340	15,386	15,615	15,530
6. Connecticut	10,031	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]
7. District of Columbia	1,134	[4]	1,092	1,506	1,707	2,013	2,372	2,665	2,800	2,956	3,190	3,458	3,559
8. Idaho	23,940	5,658	5,738	5,903	6,091	6,055	6,122	6,130	6,134	6,210	6,321	6,019	6,090
9. Indiana	57,255	18,973	18,787	17,892	18,752	21,736	24,425	26,054	27,988	29,169	31,204	33,332	35,029
10. Louisiana	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[5] 0	[5] 0	[5] 0	[5] 0	[5] 0	[5] 0
11. Maine	77,598	16,140	17,016	17,897	18,934	20,114	20,464	21,453	21,321	21,696	22,252	23,220	24,466
12. Maryland	18,847	10,486	9,598	10,054	10,377	10,498	10,672	10,793	11,360	11,701	11,879	11,664	11,779
13. Massachusetts	50,827	16,746	16,511	16,553	16,043	15,797	15,724	16,127	16,570	16,384	16,677	17,108	17,592
14. Michigan	[2]	4,064	3,888	4,145	4,715	7,073	8,726	9,509	10,118	10,405	12,146	12,260	12,276
15. Mississippi	13,495	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]
16. Nebraska	12,715	8,161	9,216	9,823	10,069	10,055	9,709	9,776	10,109	10,293	10,577	10,718	10,834
17. New Hampshire	21,129	4,865	4,942	5,088	5,120	5,139	5,234	5,314	5,410	5,549	5,610	5,644	5,715
18. New Jersey	[2]	9,672	9,694	9,568	9,757	9,660	9,949	9,828	10,233	10,269	10,363	10,324	10,668
19. New Mexico	199	363	886	2,236	2,387	2,593	2,658	2,682	2,752	2,962	2,393	2,504	2,484
20. New York	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[5]	[2]	[2]	[2]	35,846	34,856
21. North Carolina	12,330	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]
22. North Dakota	[2]	[2]	[2]	[2]	[2]	[5] 0	[5] 0	23	43	223	447	600	978
23. Ohio	[2]	48,558	45,691	49,385	55,149	56,679	58,697	60,266	61,365	62,550	63,856	64,776	65,849
24. Oklahoma	[2]	[2]	[2]	[2]	[2]	[2]	[5] 0	[5] 0	5,447	10,224	14,761	19,791	24,093
25. Oregon	1,817	3,069	4,655	5,676	6,507	7,427	7,865	8,253	8,447	9,055	9,622	9,922	10,138
26. Pennsylvania	1,157,366	259,772	268,832	274,080	281,134	285,299	288,134	291,453	296,069	299,411	303,904	308,384	313,030

27. Utah	13,949	4,498	4,436	4,921	5,203	5,479	5,633	5,877	6,015	6,010	6,142	6,056	6,172
28. Vermont	5,000	1,667	1,616	1,662	1,680	1,670	1,654	1,652	1,682	1,676	1,688	1,680	1,670
29. Washington	62,529	22,950	24,086	24,512	24,403	25,713	26,723	26,865	27,700	28,517	13,718	25,241	26,694
30. West Virginia	[2]	[2]	[2]	[2]	[5] 0	[5] 0	[5] 0	310	686	4,370	7,500	10,738	12,255
31. Wisconsin	215,491	44,716	44,895	44,256	43,919	43,577	43,469	43,352	43,176	43,184	43,231	42,995	43,114
32. Wyoming	25,795	6,077	6,221	6,226	6,286	6,071	5,981	5,931	6,066	6,046	5,978	5,823	5,722

[1] Amount of payments to recipients from Federal, State, and local funds, administrative expenses excluded. In all States payments must be made in cash. In most States these payments are made within the month for which the assistance is intended. In a few States, however, checks are written prior to the beginning of the month or after the end of the month for which payments are made. States are requested, therefore, to report the amount of obligations incurred for the month for direct assistance. These figures are for direct assistance to recipients only and do not include obligations incurred for payments to persons other than those certified for public assistance, such as payments for burial or payments to physicians, hospitals, clinics, or others rendering services to the client.

[2] Not administering aid to the blind under an approved plan this month.

[3] Federal funds available from Feb. 1 through June 30, 1936. No request from the State for Federal funds after July 1, 1936.

[4] Because of a change in accounting procedure no payments made for aid to the blind for this month.

[5] Federal funds available but no payments made for aid to the blind for this month.

[6] Federal funds available for February and March 1936; legislation expired Apr. 1, 1936.

[7] Federal funds available from Feb. 1 through June 30, 1936; payments suspended July 1, 1936.

TABLE C–11.—*Aid to the blind: Average payment per recipient, by months, for the fiscal year 1936–37 in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Average payment [1] per recipient of aid to the blind, by month, fiscal year 1936-37											
	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June
Median for States making payments	$19.46	$21.07	$19.17	$18.96	$20.80	$20.94	$21.04	$19.45	$20.20	$20.01	$20.25	$20.04
1. Alabama	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	9.31	9.99	9.70
2. Arizona	18.22	19.11	19.17	18.96	19.50	19.66	20.12	18.10	20.72	20.97	21.19	20.02
3. Arkansas	5.74	5.84	6.00	8.84	8.93	9.07	8.92	8.84	8.58	8.94	8.97	8.96
4. California	34.05	34.36	34.71	34.94	35.20	35.21	35.39	35.55	35.59	35.74	35.87	35.82
5. Colorado	19.69	21.46	23.26	24.45	25.08	25.64	25.84	26.05	26.18	26.30	26.56	26.59
6. Connecticut	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]	[3]
7. District of Columbia	[4]	23.23	23.17	23.71	23.96	24.20	24.45	24.35	24.43	24.92	24.88	24.89
8. Idaho	24.82	24.21	23.80	23.25	23.11	23.28	23.22	23.32	23.26	23.32	23.33	23.33
9. Indiana	17.80	17.81	17.80	17.96	18.07	17.99	17.80	17.85	17.86	17.85	17.89	18.04
10. Louisiana	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[5] 0	[5] 0	[5] 0	[5] 0	[5] 0
11. Maine	14.70	15.38	16.08	16.77	17.58	18.00	18.69	18.90	19.49	20.01	20.42	21.15
12. Maryland	19.24	17.36	17.73	18.17	18.29	18.59	18.64	19.25	19.44	19.78	20.08	20.07
13. Massachusetts	15.66	15.84	15.88	16.03	16.27	16.46	16.76	16.99	17.12	17.44	17.64	17.93
14. Michigan	22.57	21.24	17.02	18.28	20.80	22.66	22.01	21.71	21.15	22.58	21.78	20.91
15. Mississippi	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]	[6]
16. Nebraska	18.34	18.47	18.60	18.61	19.00	19.26	19.21	19.44	19.53	19.48	19.63	19.63
17. New Hampshire	18.29	18.44	18.71	18.69	19.10	19.24	19.46	19.46	19.68	19.75	19.73	19.91
18. New Jersey	21.12	21.07	20.98	20.98	21.00	20.94	21.04	21.19	21.26	21.32	21.42	21.64
19. New Mexico	19.11	17.37	18.18	17.95	18.52	18.33	17.88	17.87	18.51	14.50	14.64	14.44
20. New York	[4]	[2]	[2]	[4]	[2]	[2]	[2]	[2]	[2]	[2]	15.23	15.03
21. North Carolina	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]	[7]
22. North Dakota	[2]	[2]	[2]	[2]	[5] 0	[5] 0	[8] 23.00	14.33	17.15	17.88	18.18	18.11
23. Ohio	13.35	13.40	14.05	15.73	16.28	16.56	16.83	17.00	17.18	17.41	17.62	17.85
24. Oklahoma	[2]	[2]	[2]	[2]	[2]	[5] 0	[5] 0	16.56	15.98	15.87	16.21	16.43
25. Oregon	25.36	25.03	25.12	25.12	25.09	24.58	24.34	24.41	24.67	24.74	24.93	25.03
26. Pennsylvania	29.86	29.90	29.86	29.84	29.92	29.93	29.93	29.93	29.93	29.92	29.92	29.92
27. Utah	21.62	21.43	23.43	24.09	23.72	23.87	23.79	24.06	24.04	24.28	24.03	24.30
28. Vermont	13.34	12.22	11.31	11.28	11.36	11.25	11.24	11.21	11.25	11.33	11.28	11.28
29. Washington	32.32	32.72	32.77	32.84	32.59	32.87	32.96	32.98	32.93	33.30	34.72	34.89
30. West Virginia	[2]	[2]	[2]	[5] 0	[5] 0	[5] 0	8.16	9.94	17.98	18.03	18.32	18.44
31. Wisconsin	21.10	21.16	21.18	21.24	21.34	21.37	21.49	21.59	21.56	21.67	21.69	21.77
32. Wyoming	33.03	33.09	32.94	33.08	32.99	32.68	32.59	32.61	32.68	32.49	32.35	32.15

[1] Amount of payments to recipients from Federal, State, and local funds, administrative expenses excluded. (See footnote 1, table C-10.)
[2] Not administering aid to the blind under an approved plan this month.
[3] Federal funds available from Feb. 1 through June 30, 1936. No request from the State for Federal funds after July 1, 1936.
[4] Because of a change in accounting procedure no payments made for aid to the blind for this month.
[5] Federal funds available but no payments made for aid to the blind for this month.
[6] Federal funds available for February and March 1936; legislation expired Apr. 1, 1936.
[7] Federal funds available from Feb. 1 through June 30, 1936; payments suspended July 1, 1936.
[8] Represents 1 grant.

TABLE C–12.—*Aid to the blind: Applications during the fiscal year 1936–37 in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Number of applications for aid to the blind during the fiscal year 1936–37 [1]						
	Pending [2]	Received	Total	Disposed of during the fiscal year			Pending June 30, 1937
				Total	Granted	Other disposition	
Total for 26 States	3,777	18,922	22,699	19,393	13,170	6,223	[3] 3,306
1. Alabama	0	491	491	322	222	100	169
2. Arizona	0	305	305	272	215	57	33
3. Arkansas	156	493	649	602	414	188	47
4. California [4]	327	1,404	1,731	1,511	1,215	296	220
5. Colorado	73	487	560	536	307	229	24
6. District of Columbia	181	95	276	216	134	82	60
7. Idaho	4	180	184	165	105	60	19
8. Indiana	912	1,843	2,755	2,171	1,218	953	584
9. Louisiana [5]	0	0	0	0	0	0	0
10. Maine	183	385	568	442	289	153	126
11. Maryland [6]	([6])	([6])	([6])	([6])	([6])	([6])	([6])
12. Massachusetts	6	393	399	398	310	88	1
13. Michigan	0	573	573	556	504	52	17
14. Nebraska	45	417	462	426	349	77	36
15. New Hampshire	10	76	86	84	75	9	2
16. New Jersey	26	202	228	190	104	86	38
17. New Mexico [6]	([6])	([6])	([6])	([6])	([6])	([6])	([6])
18. New York [7]	([7])	([7])	([7])	([7])	([7])	([7])	([7])
19. North Dakota	0	89	89	68	61	7	21
20. Ohio [8]	230	1,059	1,289	1,143	726	417	146
21. Oklahoma	0	2,178	2,178	1,730	1,479	251	448
22. Oregon	88	500	588	566	409	157	22
23. Pennsylvania	1,227	4,783	6,010	5,218	3,330	1,888	792
24. Utah	9	146	155	150	107	43	5
25. Vermont	40	167	207	195	82	113	12
26. Washington	133	767	900	666	419	247	234
27. West Virginia	0	1,299	1,299	1,103	677	426	196
28. Wisconsin	119	544	663	610	381	229	53
29. Wyoming	8	46	54	53	38	15	1

[1] Figures for each State limited to those months for which Federal funds were available.
[2] Figures represent the number of applications pending on July 1, 1936, or at the beginning of the first month for which Federal funds were available subsequent to July 1.
[3] In addition, the following States reported applications pending June 30, 1937: Maryland, 51; New Mexico, 72; making a total of 3,429 applications pending in 28 States.
[4] Data cover 11 months for which State reported completely.
[5] Federal funds available from Feb. 1, 1937, but no applications for aid to the blind reported.
[6] Report for June received too late to be included in this table.
[7] Complete reports not received by the Social Security Board.
[8] Data cover 8 months for which State reported completely.

TABLE C–13.—*Aid to dependent children: Number of families receiving aid, by months, for the fiscal year 1936–37 and average monthly number for the fiscal year 1935–36 (5 months) in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Average monthly number of families receiving aid to dependent children, fiscal year 1935–36 (5 months)	Number of families [1] receiving aid to dependent children, by month, fiscal year 1936–37											
		July	August	September	October	November	December	January	February	March	April	May	June
Total	65,891	89,135	83,975	91,693	105,023	107,310	109,720	117,702	122,350	128,590	133,966	165,711	170,768
1. Alabama	5,114	5,482	5,672	5,322	5,265	5,269	5,316	5,364	5,359	5,282	5,011	4,842	4,827
2. Arizona	465	571	648	686	719	830	955	1,097	954	851	1,009	1,116	1,184
3. Arkansas	1,668	2,560	2,761	2,973	3,293	3,585	4,044	4,351	4,473	4,503	4,895	5,079	5,251
4. California	[2]	8,259	8,343	8,537	8,510	8,512	8,875	9,019	9,056	9,170	9,343	9,529	9,753
5. Colorado	882	1,445	1,738	1,894	1,996	2,091	2,252	2,681	2,954	3,149	3,192	3,258	3,203
6. Delaware	[2]	[2]	375	384	387	391	395	398	398	398	388	403	409
7. District of Columbia	1,638	1,559	1,575	1,452	1,378	1,335	1,318	1,275	1,234	1,234	1,250	1,228	1,229
8. Idaho	1,069	1,430	1,458	1,514	1,532	1,561	1,609	2,040	2,233	2,348	2,400	2,212	2,263
9. Indiana	[3] 0	[3] 0	[3] 0	275	623	1,293	2,078	2,830	3,898	5,042	6,341	7,420	8,211
10. Louisiana	4,023	4,107	4,240	4,385	4,683	5,116	5,335	5,593	5,782	6,036	6,328	6,678	6,737
11. Maine	1,103	1,198	1,205	1,212	1,209	1,232	1,255	1,277	1,271	1,284	1,299	1,274	1,265
12. Maryland	5,328	5,422	4,880	4,877	4,955	4,933	4,982	5,137	5,144	5,129	5,522	5,578	5,700
13. Massachusetts	4,859	4,744	4,757	4,811	4,673	3,127	2,829	5,095	5,338	5,555	5,799	5,987	6,238
14. Michigan	[3]	[3]	[3] 0	5,631	7,037	7,862	8,139	9,387	10,245	10,869	11,112	11,179	10,973
15. Mississippi	1,013	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]
16. Montana	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[3] 0	972	1,042
17. Nebraska	777	1,818	2,160	2,428	2,623	2,689	2,839	3,090	3,374	3,783	3,697	4,069	4,246
18. New Hampshire	330	345	356	348	346	341	341	341	339	335	334	334	334
19. New Jersey	10,060	10,367	10,413	10,500	10,502	10,513	10,602	10,618	10,658	10,657	10,699	10,715	10,722
20. New Mexico	32	54	138	692	774	762	774	832	886	973	995	1,030	1,045
21. New York	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	25,215	25,469
22. North Dakota	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[3] 0
23. Ohio	[2]	8,693	8,918	9,225	9,563	9,759	9,769	9,631	9,558	9,668	9,656	9,670	9,612
24. Oklahoma	13,646	15,632	[5]	[5]	10,305	10,491	9,824	9,655	10,029	10,482	10,884	11,433	11,925
25. Oregon	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	599
26. Pennsylvania	[2]	[2]	8,669	8,634	8,561	9,254	9,530	10,064	10,647	11,687	12,824	14,146	15,330
27. Rhode Island	[2]	[2]	[2]	[2]	[2]	[2]	[2]	613	625	644	679	722	755

28. Utah	1,789	1,864	1,744	1,705	1,710	1,753	1,771	1,834	1,986	2,092	2,148	2,205	2,247
29. Vermont	271	317	323	339	343	344	348	358	358	379	382	386	388
30. Washington	3,799	4,578	4,802	4,999	5,063	5,162	5,318	5,582	5,818	6,105	5,917	6,507	6,577
31. West Virginia	[2]	[2]	[2]	[2]	[3] 0	[3] 0	[3] 0	205	247	1,355	2,143	2,797	3,526
32. Wisconsin	7,637	8,153	8,249	8,305	8,403	8,528	8,627	8,717	8,834	8,904	9,031	9,040	9,022
33. Wyoming	388	537	551	565	570	577	595	618	652	676	688	687	686

[1] The number of families reported in this table is the number for whom applications for aid with respect to dependent children have been approved formally and to whom aid was given for each month.

[2] Not administering aid to dependent children under an approved plan this month.

[3] Federal funds available but no payments made for aid to dependent children for this month.

[4] Federal funds available for February and March 1936; legislation expired Apr. 1, 1936.

[5] Federal funds available from Apr. 1 through July 31. First Federal funds available under revised plan Oct. 1, 1936.

TABLE C–14.—*Aid to dependent children: Number of children receiving aid, by months, for the fiscal year 1936–37 and average monthly number for the fiscal year 1935–36 (5 months) in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Average monthly number of children receiving aid to dependent children, fiscal year 1935–36 (5 months)	Number of children [1] receiving aid to dependent children, by month, fiscal year 1936–37											
		July	August	September	October	November	December	January	February	March	April	May	June
Total	168,811	225,784	218,278	238,708	269,478	274,223	280,325	299,661	310,306	325,129	338,860	412,955	425,065
1. Alabama	14,470	15,698	16,359	15,734	15,526	15,521	15,672	15,896	15,903	15,627	14,849	14,256	14,286
2. Arizona	1,505	1,780	2,061	2,154	2,259	2,550	2,892	3,258	2,889	2,647	3,029	3,332	3,514
3. Arkansas	4,709	7,249	7,820	8,359	9,154	9,911	11,200	12,084	12,396	12,465	13,396	13,788	14,240
4. California	(2)	19,103	19,483	19,899	19,950	20,199	21,076	21,330	21,424	21,787	22,199	22,617	23,107
5. Colorado	2,485	3,895	4,708	5,103	5,372	5,589	5,995	7,126	7,824	8,303	8,395	8,553	8,397
6. Delaware	(2)	(2)	909	935	945	952	968	974	985	973	952	987	995
7. District of Columbia	4,306	4,204	4,224	3,994	3,793	3,705	3,656	3,577	3,459	3,461	3,528	3,506	3,481
8. Idaho	2,762	3,684	3,790	3,945	3,997	4,048	4,163	4,908	5,308	5,567	5,686	5,313	5,424
9. Indiana	[3] 0	[3] 0	[3] 0	798	1,814	3,621	5,661	7,565	9,954	12,429	15,145	17,328	18,898
10. Louisiana	12,093	12,597	13,042	13,352	14,227	15,435	15,975	16,746	17,115	17,853	18,597	19,545	19,520
11. Maine	3,031	3,320	3,297	3,299	3,297	3,372	3,373	3,453	3,437	3,439	3,489	3,427	3,398
12. Maryland	14,883	15,227	13,751	13,771	14,035	13,970	14,121	14,570	14,662	14,438	15,704	15,838	16,168
13. Massachusetts [4]	15,888	16,436	16,494	18,401	16,066	10,694	9,524	13,838	14,399	14,962	15,597	16,002	16,538
14. Michigan	(2)	(2)	[3] 0	12,924	16,483	18,439	19,245	22,211	24,044	25,195	25,868	26,343	25,885
15. Mississippi	3,011	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)
16. Montana	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	[3] 0	2,288	2,503
17. Nebraska	1,979	4,557	5,420	6,072	6,565	6,731	7,021	7,494	8,079	8,977	8,809	9,786	10,290
18. New Hampshire	964	985	1,000	975	990	981	977	973	963	956	946	949	944
19. New Jersey	23,077	23,775	23,855	24,064	24,024	23,981	24,154	24,133	24,173	24,173	24,220	24,244	24,221
20. New Mexico	111	178	446	1,940	2,171	2,160	2,205	2,400	2,589	2,825	2,910	3,001	3,049
21. New York	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	58,253	58,728
22. North Dakota	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	[3] 0
23. Ohio	(2)	21,792	22,353	23,197	24,423	25,109	25,341	25,282	25,277	25,854	26,036	26,286	26,235
24. Oklahoma	31,114	35,218	(6)	(6)	24,537	25,088	23,635	23,306	24,247	25,283	26,091	27,211	28,213
25. Oregon	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	1,330
26. Pennsylvania	(2)	(2)	22,628	22,537	22,231	23,989	24,662	26,158	27,665	30,158	33,134	36,610	39,752
27. Rhode Island	(2)	(2)	(2)	(2)	(2)	(2)	(2)	1,952	1,983	2,026	2,108	2,200	2,269

28. Utah	4,641	4,821	4,572	4,502	4,500	4,602	4,657	4,804	5,105	5,310	5,421	5,543	5,646
29. Vermont	599	707	708	740	746	748	759	780	782	825	837	848	851
30. Washington	8,298	10,115	10,679	11,180	11,346	11,500	11,799	12,367	12,758	13,164	12,879	14,016	14,127
31. West Virginia	(2)	(2)	(2)	(2)	[3] 0	[3] 0	[3] 0	664	792	4,162	6,527	8,406	10,573
32. Wisconsin	17,900	19,118	19,323	19,415	19,598	19,895	20,110	20,260	20,471	20,601	20,809	20,789	20,792
33. Wyoming	985	1,325	1,356	1,418	1,429	1,433	1,484	1,552	1,623	1,669	1,699	1,690	1,691

[1] The number of children reported in this table is the number for whom applications for aid to dependent children have been approved formally and for whom aid was given for each month. This number may be less than the total number of children in households receiving aid to dependent children since other children in the family may not be granted aid.

[2] Not administering aid to dependent children under an approved plan this month.

[3] Federal funds available but no payments made for aid to dependent children for this month.

[4] The figures on the number of children reported as receiving aid to dependent children should not be compared from month to month because a misinterpretation of instructions resulted in the State's including persons over 16, the maximum age limit specified in the State law, in the count of dependent children.

[5] Federal funds available for February and March 1936; legislation expired Apr. 1, 1936.

[6] Federal funds available from Apr. 1 through July 31. First Federal funds available under revised plan Oct. 1, 1936.

TABLE C–15.—*Aid to dependent children: Obligations incurred for payments [1] to recipients, by months, for the fiscal year 1936–37 and total for the fiscal year 1935–36 (5 months) in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Obligations incurred for payments to recipients of aid to dependent children												
	Fiscal year 1935–36 (5 months)	Fiscal year 1936–37											
		July	August	September	October	November	December	January	February	March	April	May	June
Total	$5,605,322	$2,100,582	$2,329,115	$2,615,864	$2,763,007	$2,842,015	$3,001,520	$3,332,759	$3,500,263	$3,750,101	$3,870,506	$5,123,764	$5,231,744
1. Alabama	223,342	50,847	53,032	55,254	58,339	58,881	58,908	59,505	58,844	59,964	55,928	53,668	54,801
2. Arizona	13,012	16,426	19,205	20,153	21,064	24,374	27,630	31,446	28,029	26,106	30,492	33,919	35,883
3. Arkansas	32,672	18,050	19,480	21,274	33,368	36,644	42,073	45,018	45,644	44,764	50,419	52,425	54,113
4. California	(2)	246,685	252,536	263,745	270,268	275,264	288,785	297,490	301,602	308,101	313,696	321,624	328,408
5. Colorado	68,811	41,496	52,235	58,612	61,945	65,144	70,341	82,562	90,514	95,946	97,126	99,023	97,725
6. Delaware	(2)	(2)	10,729	11,256	11,396	11,559	11,643	11,716	11,734	11,708	11,527	12,009	12,229
7. District of Columbia	291,117	44,803	56,881	62,879	62,563	66,831	67,370	65,240	63,006	60,818	58,738	54,766	57,784
8. Idaho	137,230	37,192	38,192	39,742	40,225	40,966	42,362	52,520	57,314	60,312	61,578	57,590	58,612
9. Indiana	[3] 0	[3] 0	[3] 0	8,838	20,292	40,162	63,406	86,393	115,818	147,300	183,694	212,864	235,061
10. Louisiana	85,317	87,934	94,955	102,148	110,836	120,971	127,176	130,766	137,034	143,240	149,453	157,606	88,438
11. Maine	192,871	42,576	42,916	43,388	43,581	44,808	45,578	46,850	46,895	47,312	48,052	46,537	46,108
12. Maryland	706,320	161,441	142,679	146,422	150,469	150,418	152,109	159,587	160,767	161,136	169,120	172,266	176,368
13. Massachusetts	790,121	268,450	269,746	293,323	276,561	171,548	171,489	299,786	310,711	356,607	341,064	344,284	379,981
14. Michigan	(2)	(2)	[3] 0	150,405	166,959	237,609	258,709	297,013	334,393	356,269	364,700	374,647	354,898
15. Mississippi	15,639	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)
16. Montana	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	[3] 0	24,764	27,853
17. Nebraska	49,990	40,094	48,970	58,430	64,347	70,167	75,101	81,416	86,528	96,610	92,208	109,884	117,230
18. New Hampshire	57,092	12,015	12,315	12,232	12,398	12,315	12,297	12,333	12,315	12,315	12,315	12,315	12,315
19. New Jersey	797,015	275,943	278,977	280,499	282,935	283,691	288,574	289,327	288,929	292,593	293,595	295,316	296,316
20. New Mexico	937	1,609	2,371	20,127	23,021	23,853	24,495	26,868	29,369	36,667	21,278	23,467	26,600
21. New York	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	1,049,487	1,057,754
22. North Dakota	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	[3] 0
23. Ohio	(2)	185,499	193,091	208,973	226,499	243,260	268,195	278,660	291,489	306,418	317,363	324,673	327,889
24. Oklahoma	334,401	138,460	(5)	(5)	49,074	50,176	70,965	73,693	85,603	98,609	108,728	120,577	131,666
25. Oregon	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	15,580
26. Pennsylvania	(2)	(2)	298,565	301,091	299,419	323,309	332,815	352,423	373,615	410,601	451,802	499,494	543,147
27. Rhode Island	(2)	(2)	(2)	(2)	(3)	(2)	(2)	32,636	29,862	33,512	35,662	37,724	39,415

28. Utah	208,286	53,807	50,612	53,432	54,606	56,085	56,690	58,621	62,957	65,604	67,026	68,623	69,803
29. Vermont	20,280	6,097	6,453	5,999	6,536	6,369	6,681	6,768	6,206	7,140	7,073	7,409	7,133
30. Washington	441,284	123,527	131,910	139,413	142,730	146,713	151,818	159,395	166,200	174,368	166,656	189,627	193,622
31. West Virginia	(2)	(2)	(2)	(2)	[3] 0	[3] 0	[3] 0	2,479	4,073	30,650	49,151	63,827	79,952
32. Wisconsin	1,094,360	232,233	237,176	241,737	256,932	264,013	268,876	273,950	281,581	285,582	291,832	283,114	284,771
33. Wyoming	45,225	15,398	16,089	16,492	16,644	16,885	17,494	18,298	19,231	19,849	20,236	20,235	20,289

[1] Amount of payments to recipients from Federal, State, and local funds, administrative expenses excluded. In all States payments must be made in cash. In most States these payments are made within the month for which the assistance is intended. In a few States, however, checks are written prior to the beginning of the month or after the end of the month for which payments are made. States are requested, therefore, to report the amount of obligations incurred for the month for direct assistance. These figures are for direct assistance to recipients only and do not include obligations incurred for payments to persons other than those certified for public assistance, such as payments for burial or payments to physicians, hospitals, clinics, or others rendering services to the client.

[2] Not administering aid to dependent children under an approved plan this month.

[3] Federal funds available but no payments made for aid to dependent children for this month.

[4] Federal funds available for February and March 1936; legislation expired Apr. 1, 1936.

[5] Federal funds available from Apr. 1 through July 31. First Federal funds available under revised plan Oct. 1, 1936.

TABLE C–16.—*Aid to dependent children: Average payment per family, by months, for the fiscal year 1936–37 in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Average payment [1] per family for aid to dependent children, by month, fiscal year 1936–37											
	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June
Median for States making payments	$28.58	$28.75	$29.19	$29.38	$29.89	$30.00	$30.07	$30.11	$30.58	$29.97	$30.10	$29.90
1. Alabama	9.28	9.35	10.38	11.08	11.17	11.08	11.09	10.99	11.35	11.16	11.08	11.35
2. Arizona	28.77	29.64	29.38	29.30	29.37	28.93	28.66	29.38	30.68	30.22	30.39	30.31
3. Arkansas	7.05	7.06	7.16	10.13	10.22	10.40	10.35	10.20	9.94	10.30	10.32	10.31
4. California	29.87	30.27	30.89	31.76	32.34	32.54	32.98	33.30	33.60	33.58	33.75	33.67
5. Colorado	28.72	30.05	30.95	31.03	31.15	31.23	30.80	30.64	30.47	30.43	30.39	30.51
6. Delaware	[2]	28.61	29.31	29.45	29.56	29.48	29.44	29.48	29.42	29.71	29.80	29.90
7. District of Columbia	28.74	36.11	43.31	45.40	50.06	51.12	51.17	51.06	49.29	46.99	44.60	47.02
8. Idaho	26.01	26.19	26.25	26.26	26.24	26.33	25.74	25.67	25.69	25.66	26.04	25.90
9. Indiana	[3] 0	[3] 0	32.14	32.57	31.06	30.51	30.53	29.71	29.21	28.97	28.69	28.63
10. Louisiana	21.41	22.40	23.29	23.67	23.64	23.84	23.38	23.70	23.73	23.62	23.60	13.13
11. Maine	35.54	35.61	35.80	36.05	36.37	36.32	36.69	36.90	36.85	36.99	36.53	36.45
12. Maryland	29.78	29.24	30.02	30.37	30.49	30.53	31.07	31.25	31.42	30.63	30.88	30.94
13. Massachusetts	56.59	56.71	60.97	59.18	54.86	60.62	58.84	58.21	64.18	58.81	57.51	60.91
14. Michigan	[2]	[3] 0	26.71	23.72	30.22	31.79	31.64	32.64	32.78	32.82	33.51	32.34
15. Mississippi	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[4]	[5]	[4]	[5]
16. Montana	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[3] 0	25.48	26.73
17. Nebraska	22.05	22.67	24.06	24.53	26.09	26.45	26.35	25.64	25.54	24.94	27.01	27.61
18. New Hampshire	34.83	34.59	35.15	35.83	36.06	36.17	36.11	36.33	36.76	36.87	36.87	36.87
19. New Jersey	26.62	26.79	26.71	26.94	26.98	27.22	27.25	27.11	27.46	27.44	27.56	27.64
20. New Mexico	29.80	17.18	29.08	29.74	31.30	31.65	32.29	33.15	37.68	21.38	22.78	25.45
21. New York	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	41.62	41.53
22. North Dakota	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[3] 0
23. Ohio	21.34	21.65	22.65	23.68	24.93	27.45	28.93	30.50	31.69	32.87	33.58	34.11
24. Oklahoma	8.86	[5]	[5]	4.76	4.78	7.22	7.63	8.54	9.41	9.99	10.55	11.04
25. Oregon	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	[2]	26.01
26. Pennsylvania	[2]	34.44	34.87	34.97	34.94	34.92	35.02	35.09	35.13	35.23	35.31	35.43
27. Rhode Island	[2]	[2]	[2]	[2]	[2]	[2]	53.24	47.78	52.04	52.52	52.25	52.21
28. Utah	28.87	29.02	31.34	31.93	31.99	32.01	31.96	31.70	31.36	31.20	31.12	31.06
29. Vermont	19.23	19.97	17.70	19.06	18.51	19.20	18.91	17.34	18.84	18.52	19.19	18.38
30. Washington	26.98	27.47	27.89	28.19	28.42	28.55	28.56	28.57	28.56	28.16	29.14	29.44
31. West Virginia	[2]	[2]	[2]	[3] 0	[3] 0	[3] 0	12.09	16.49	22.62	22.94	22.82	22.67
32. Wisconsin	28.48	28.75	29.11	30.58	30.96	31.17	31.43	31.87	32.07	32.31	31.32	31.56
33. Wyoming	28.67	29.20	29.19	29.20	29.26	29.40	29.61	29.50	29.36	29.41	29.45	29.58

[1] Amount of payments from Federal, State, and local funds, administrative expenses excluded. (See footnote 1, table C-15.)
[2] Not administering aid to dependent children under an approved plan this month.
[3] Federal funds available but no payments made for aid to dependent children for this month.
[4] Federal funds available for February and March 1936; legislation expired Apr. 1, 1936.
[5] Federal funds available from Apr. 1 through July 31. First Federal funds available under revised plan Oct. 1, 1936.

TABLE C–17.—*Aid to dependent children: Applications during the fiscal year 1936–37 in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*

State	Number of applications for aid to dependent children during the fiscal year 1936–37 [1]													
	Pending [2]		Received		Total		Disposed of during the fiscal year						Pending June 30, 1937	
							Total		Granted		Other disposition			
	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children
Total for 25 States	19,997	50,916	117,134	283,842	137,131	334,758	114,254	279,164	75,273	189,867	38,981	89,297	[3] 22,877	[3] 55,594
1. Alabama	1,482	4,017	7,954	22,733	9,436	26,750	8,904	25,375	4,417	13,404	4,487	11,971	532	1,375
2. Arizona	0	0	2,410	6,809	2,410	6,809	2,305	6,496	1,458	4,058	847	2,438	105	313
3. Arkansas	419	1,348	7,062	18,451	7,481	19,799	6,865	18,335	5,179	13,901	1,686	4,434	616	1,464
4. California [4]	840	1,956	3,449	8,174	4,289	10,130	3,535	8,346	2,901	7,001	634	1,345	754	1,784
5. Colorado	509	1,429	3,847	9,662	4,356	11,091	4,148	10,613	3,130	8,171	1,018	2,442	208	478
6. Delaware	221	508	216	542	437	1,050	249	646	120	345	129	301	188	404
7. District of Columbia	41	166	[5] 579	[5] 1,642	620	1,808	589	1,667	546	1,555	43	112	31	141
8. Idaho	80	180	2,188	4,913	2,268	5,093	2,146	4,812	1,605	3,604	541	1,208	122	281
9. Indiana	1,285	3,252	15,010	33,005	16,295	36,257	13,303	30,249	9,417	21,735	3,886	8,514	2,992	6,008
10. Louisiana [6]	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)
11. Maine	388	1,215	713	2,194	1,101	3,409	611	1,909	374	1,162	237	747	490	1,500
12. Maryland [6]	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)
13. Massachusetts [7]	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)
14. Michigan	0	0	10,587	24,832	10,587	24,832	9,833	23,196	8,935	21,385	898	1,811	754	1,636
15. Montana [7]	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)
16. Nebraska	794	2,036	4,898	10,511	5,692	12,547	5,214	11,487	3,977	9,094	1,237	2,393	478	1,060
17. New Hampshire	60	165	206	560	266	725	145	374	65	199	80	175	121	351
18. New Jersey [6]	1,509	3,189	1,952	4,692	3,461	7,881	2,136	5,105	1,278	3,158	858	1,947	1,325	2,776
19. New Mexico [6]	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)
20. New York [7]	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)
21. North Dakota [9]	0	0	0	0	0	0	0	0	0	0	0	0	0	0
22. Ohio [4]	3,310	8,253	6,354	16,989	9,664	25,242	5,988	15,783	3,336	9,684	2,652	6,099	3,676	9,459
23. Oklahoma	172	401	20,511	45,132	20,683	45,533	16,630	35,698	8,123	18,722	8,507	16,976	4,053	9,835
24. Oregon	0	0	1,325	2,739	1,325	2,739	844	1,719	599	1,330	245	389	481	1,020
25. Pennsylvania [10]	7,797	20,346	5,809	15,657	13,606	36,003	11,942	31,495	6,890	19,395	5,052	12,100	1,664	4,508
26. Rhode Island	55	129	267	730	322	859	224	608	173	454	51	154	98	251

For footnotes, see end of table.

TABLE C–17.—*Aid to dependent children: Applications during the fiscal year 1936–37 in States with plans approved by the Social Security Board and administering Federal funds (data reported by State agencies, corrected to July 25, 1937)*—Continued

State	Number of applications for aid to dependent children during the fiscal year 1936–37 [1]													
	Pending [2]		Received		Total		Disposed of during the fiscal year						Pending June 30, 1937	
							Total		Granted		Other disposition			
	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children
27. Utah	107	245	1,564	3,729	1,671	3,974	1,577	3,760	1,283	3,182	294	578	94	214
28. Vermont [6]	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)	(6)
29. Washington	251	534	5,609	11,884	5,860	12,418	5,246	11,140	4,344	9,285	902	1,855	614	1,278
30. West Virginia	0	0	9,586	26,966	9,586	26,966	6,644	18,715	3,641	10,860	3,003	7,855	2,942	8,251
31. Wisconsin	663	1,518	4,603	10,254	5,266	11,772	4,757	10,636	3,203	7,469	1,554	3,167	509	1,136
32. Wyoming	14	29	435	1,042	449	1,071	419	1,000	279	714	140	286	30	71

[1] Figures for each State limited to those months for which Federal funds were available.

[2] Figures represent the number of applications pending on July 1, 1936, or at the beginning of the first month for which Federal funds were available.

[3] In addition, the following States reported applications pending June 30, 1937: Louisiana—647 families, 1,777 children; Maryland—535 families, 1,214 children; Montana—259 families, 567 children; New Mexico—542 families, 1,619 children; Vermont—27 families, 78 children; making a total of applications of 24,887 families and 60,849 children pending in 30 States. Figures exclude applications for 93 children over 16 in Wisconsin because data not complete for entire period.

[4] Data cover 8 months for which State reported completely.

[5] It is estimated that approximately 20 percent of the applications received were for cases transferred from home care to aid to dependent children.

[6] Report for June received too late to be included in this table.

[7] Complete reports not received by the Social Security Board.

[8] Data cover 6 months for which State reported completely.

[9] Federal funds available from June 1, 1937, but no applications for aid to dependent children reported.

[10] Data cover 7 months for which State reported completely.

ANNUAL ANALYSIS OF DATA ON RECIPIENTS OF PUBLIC ASSISTANCE

In addition to the monthly reports on current operations summarized in tables C–3 to C–17, inclusive, States which receive Federal funds for public assistance under the Social Security Act make annual reports to the Board giving data concerning all recipients whose names have been added to or taken from public-assistance rolls during the fiscal year. The first reports of this type, summarized in tables C–18 to C–57, inclusive, include data from 42 States on approximately 880,000 recipients of public assistance whose cases were opened or closed during the periods of the fiscal year 1936–37 noted below.

Since, in certain States, definitions of eligibility for public assistance are more inclusive under the State law than the definitions in the Social Security Act, these tables include some recipients of public assistance for whose payments Federal funds could not be used. The tables, therefore, indicate certain conditions, such as residence in a public institution, which could not exist if the States administered public assistance solely under the authority of the Social Security Act. These conditions are legitimate under the provisions of certain State laws, but the expense for assistance under these conditions must be borne entirely from State and local funds.

In a few States, where public-assistance programs were in effect prior to the passage of the Social Security Act, this analysis may not be representative of the entire case load, since the data do not cover cases carried over from a previous plan. Moreover, since the data cover for most States only the period from November 1, 1936, through June 30, 1937, it is possible that the figures are not representative of the entire case load in certain States where a large proportion of the load had been accepted prior to November 1, 1936. The tabulations are presented here prior to discussion of the results with State officials. It is possible that subsequent discussion may reveal errors and misinterpretations. These figures are, therefore, subject to final revision. It is believed, however, that the data are significant for most States and that they may be considered to be fairly accurate.

These statistics were compiled by State agencies from the detailed reports submitted by county or other local agencies in accordance with a plan suggested by the Social Security Board. Although the plan was to be effective as of November 1, 1936, it was impossible for certain States to secure local reports beginning with that date; it was also impossible for certain States to secure reports for the month of June in time to compile the figures for report to the Social Security Board; finally, it was of interest to certain other States to secure reports for the entire fiscal year or for their entire period of operation

under the Social Security Act. Hence the periods covered by the reports vary slightly from State to State, as shown below:

State:	Period covered by report
Alabama	Nov. 1, 1936–June 30, 1937.
Arkansas	Do.
California	Do.
Colorado	Do.
Connecticut	Do.
Delaware	Oct. 1, 1936–June 30, 1937.
District of Columbia	Nov. 1, 1936–June 30, 1937.
Florida	Oct. 1, 1936–June 30, 1937.
Hawaii	Do.
Idaho	Nov. 1, 1936–June 30, 1937.
Illinois	Do
Indiana	Do.
Iowa	Do.
Kentucky	Jan. 1, 1937–June 30, 1937.
Louisiana	Nov. 1, 1936–June 30, 1937.
Maine	May 1, 1936–June 30, 1937.
Maryland	Oct. 1, 1936–June 30, 1937.
Massachusetts	Mar. 1, 1937–May 31, 1937.
Michigan	Nov. 1, 1936–June 30, 1937.
Minnesota	Jan. 1, 1937–June 30, 1937.
Mississippi	Nov. 1, 1936–June 30, 1937.
Missouri	Do.
Montana	Do.
Nebraska	Do.
New Hampshire	Dec. 1, 1936–June 30, 1937.
New Jersey	Nov. 1, 1936–June 30, 1937.
New Mexico	Do.
New York	Dec. 1, 1936–May 31, 1937.
North Dakota	Nov. 1, 1936–June 30, 1937.
Ohio	Do.
Oklahoma	Do.
Oregon	Do.
Pennsylvania	Dec. 1, 1936–June 30, 1937.
Rhode Island	Oct. 1, 1936–June 30, 1937.
South Dakota	Do.
Texas	Do.
Utah	Nov. 1, 1936–June 30, 1937.
Vermont	Do.
Washington	Do.
West Virginia	Do.
Wisconsin	Do.
Wyoming	Do.

TABLE C–18.—*Old-age assistance: Range in monthly amounts of assistance initially approved for recipients accepted during a selected period of the fiscal year [1] 1936–37, number of recipients accepted, and median and quartile amounts, by States*

State	Number of recipients accepted during period	Monthly amount of old-age assistance initially approved				
		Lowest amount approved	25 percent approved for less than this amount [2]	50 percent approved for less than this amount [3]	75 percent approved for less than this amount [4]	Highest amount approved
Total	475,301	([5])	$13	$17	$24	$77
Alabama	3,190	$3	7	10	14	30
Arkansas	1,798	5	9	11	11	12
California	30,072	1	29	36	36	35
Colorado	5,941	3	23	31	31	30
Connecticut	3,599	8	22	27	31	30
Delaware	510	5	9	11	13	25
District of Columbia	1,609	4	20	26	30	39
Florida	11,636	5	8	11	15	30
Hawaii	518	5	8	11	13	30
Idaho	1,361	8	16	21	26	30
Illinois	59,659	5	15	18	24	30
Indiana	10,165	3	13	16	20	30
Iowa	10,838	1	14	17	19	25
Kentucky	25,298	5	10	11	12	15
Louisiana	13,336	([5])	8	10	13	51
Maine [1]	3,674	4	16	21	26	30
Maryland	4,687	2	14	19	22	30
Massachusetts	6,143	5	21	27	31	77
Michigan	7,840	4	16	19	21	30
Minnesota	8,894	2	16	20	25	30
Mississippi	3,395	1	4	5	6	12
Missouri	2,375	5	12	13	14	22
Montana	3,321	5	16	21	26	30
Nebraska	5,266	5	16	18	22	30
New Hampshire	765	4	16	21	26	30
New Jersey	6,605	4	14	17	21	30
New Mexico	914	2	11	14	21	54
New York	30,932	2	17	24	30	65
North Dakota	1,638	2	13	16	21	30
Ohio	14,286	2	17	21	25	30
Oklahoma	31,591	2	12	13	18	30
Oregon	2,358	5	16	21	27	30
Pennsylvania	40,115	1	18	23	27	30
Rhode Island	2,511	3	15	19	21	30
South Dakota	15,109	2	16	21	26	30
Texas	67,100	5	10	13	16	30
Utah	2,175	3	19	23	31	30
Vermont	200	5	11	16	21	30
Washington	7,749	10	21	21	23	30
West Virginia	19,191	3	13	16	19	30
Wisconsin	6,360	3	16	21	26	30
Wyoming	577	5	17	21	26	30

[1] All cases were accepted within the fiscal year except in Maine where part of the cases reported were accepted prior to this fiscal year. Maine's report covers the entire period of administration of old-age assistance in that State.

[2] First quartile falls in the dollar interval below the amount specified.

[3] Median falls in the dollar interval below the amount specified.

[4] Third quartile falls in the dollar interval below the amount specified.

[5] Less than $1.

TABLE C–19.—*Old-age assistance: Monthly amounts of assistance initially approved for recipients accepted during a selected period of the fiscal year 1936–37, by States*

State	Recipients of old-age assistance accepted during a selected period of the fiscal year 1936–37								
	Number	Percent distribution by monthly amount of assistance initially approved							
		Less than $5	$5–$9	$10–$14	$15–$19	$20–$24	$25–$29	$30–$34	$35 and over
Total	475,301	0.9	12.5	26.9	22.1	16.7	10.1	6.9	3.9
Alabama	3,190	4.2	46.6	27.5	11.4	5.6	2.8	1.9	----
Arkansas	1,798	----	46.7	53.3	----	----	----	----	----
California	30,072	.1	.9	2.0	5.1	5.9	19.2	14.4	52.4
Colorado	5,941	(1)	.8	3.0	7.4	18.8	15.0	55.0	----
Connecticut	3,599	----	3.7	2.6	15.5	19.5	27.1	31.6	----
Delaware	510	----	34.9	44.9	15.9	2.7	1.6	----	----
District of Columbia	1,609	.1	.7	10.3	14.4	22.5	31.8	17.5	2.7
Florida	11,636	----	43.1	34.3	15.9	4.5	1.9	.3	----
Hawaii	518	----	33.6	45.9	18.3	.6	.8	.8	----
Idaho	1,361	----	.1	9.2	25.1	27.9	17.9	19.8	----
Illinois	59,659	----	4.8	26.0	29.5	22.4	14.2	3.1	----
Indiana	10,165	.7	9.0	36.3	32.6	15.1	4.7	1.6	----
Iowa	10,838	.8	9.7	25.8	51.0	12.1	.6	----	----
Kentucky	25,298	----	46.5	49.3	4.2	----	----	----	----
Louisiana	13,336	4.2	47.2	35.4	8.4	3.4	.8	.5	.1
Maine	3,674	.1	2.7	15.6	25.9	28.3	16.8	10.6	----
Maryland	4,687	.3	8.8	24.4	22.6	32.6	5.5	5.8	----
Massachusetts	6,143	----	.6	2.8	9.8	23.2	17.6	42.9	3.1
Michigan	7,840	.3	1.2	15.7	48.7	24.7	5.7	3.7	----
Minnesota	8,894	.2	5.8	13.9	32.2	25.6	17.4	4.9	----
Mississippi	3,395	73.2	26.5	.3	----	----	----	----	----
Missouri	2,375	----	13.4	80.4	6.2	(1)	----	----	----
Montana	3,321	----	1.1	11.1	26.0	31.6	15.5	14.7	----
Nebraska	5,266	----	3.0	20.4	40.2	27.0	8.0	1.4	----
New Hampshire	765	.1	1.0	13.7	21.6	29.4	17.3	16.9	----
New Jersey	6,605	(1)	3.5	30.3	37.2	23.2	5.0	.8	----
New Mexico	914	.3	21.0	32.5	18.8	12.6	7.0	5.5	2.3
New York	30,932	(1)	1.3	16.1	19.0	22.9	18.7	14.1	7.9
North Dakota	1,638	.3	6.1	33.2	32.2	16.0	8.6	3.6	----
Ohio	14,286	.1	2.3	12.6	30.7	31.5	18.6	4.2	----
Oklahoma	31,591	1.4	12.1	49.5	18.7	11.4	4.4	2.5	----
Oregon	2,358	----	2.2	13.5	26.6	22.3	19.4	16.0	----
Pennsylvania	40,115	.7	1.5	12.9	21.6	29.7	19.9	13.7	----
Rhode Island	2,511	(1)	3.7	22.1	35.3	24.0	11.3	3.6	----
South Dakota	15,109	.2	2.3	15.3	24.8	28.1	16.4	12.9	----
Texas	67,100	----	26.9	45.3	22.3	5.1	.4	(1)	----
Utah	2,175	.1	1.8	8.4	20.4	26.2	13.4	29.7	----
Vermont	200	----	4.0	37.0	30.0	18.0	7.0	4.0	----
Washington	7,749	----	----	2.6	18.8	57.0	13.3	8.3	----
West Virginia	19,191	.1	6.9	40.1	31.9	13.6	4.9	2.5	----
Wisconsin	6,360	.1	3.2	18.4	26.0	22.3	13.4	16.6	----
Wyoming	577	----	1.6	8.8	29.1	31.4	15.1	14.0	----

[1] Less than 1/10 of 1 percent.

TABLE C–20.—*Old-age assistance: Living arrangements to be effective on date of first payments to recipients accepted during a selected period of the fiscal year 1936–37, by States*

State	Number of recipients of old-age assistance with specified living arrangement to be effective on date of first payment							
	Total	Alone	In household group		In institution			Other arrangement [3]
			With relatives	Not with relatives	Public	Voluntary [1]	Proprietary [2]	
Total	[4] 468,696	83,300	350,697	26,037	148	874	3,917	3,723
Alabama	3,190	610	2,225	335	0	2	5	13
Arkansas	1,798	311	1,363	109	0	0	5	10
California	30,072	9,329	17,651	946	0	0	991	1,155
Colorado	5,941	1,163	4,419	270	0	10	48	31
Connecticut	3,599	522	2,601	394	0	0	48	34
Delaware	510	80	391	39	0	0	0	0
District of Columbia	1,609	339	893	292	0	5	62	18
Florida	11,636	2,641	8,035	832	0	7	50	71
Hawaii	518	206	84	44	0	57	24	103
Idaho	1,361	412	853	73	0	2	17	4
Illinois	59,659	11,637	43,618	3,437	[5] 93	46	493	335
Indiana	10,165	1,424	8,018	626	0	3	85	9
Iowa	10,838	1,566	8,443	594	22	44	41	128
Kentucky	25,298	2,984	21,072	1,046	0	0	35	161
Louisiana	13,336	2,029	10,185	702	0	0	11	409
Maine	3,674	692	2,455	407	10	7	40	63
Maryland	4,687	763	3,442	460	0	7	9	6
Massachusetts	6,143	949	4,511	535	0	24	122	2
Michigan	7,840	1,214	5,816	585	20	45	52	108
Minnesota	8,894	1,360	6,805	393	0	140	154	42
Mississippi	3,395	488	2,696	207	0	0	2	2
Missouri	2,375	286	1,970	95	0	5	18	1
Montana	3,321	1,142	1,857	205	0	5	49	63
Nebraska	5,266	822	4,084	307	0	17	30	6
New Hampshire	765	136	518	92	0	0	14	5
New Mexico	914	308	564	40	0	0	0	2
New York	30,932	7,032	19,907	3,239	0	35	682	37
North Dakota	1,638	313	1,167	102	0	22	27	7
Ohio	14,286	2,293	10,904	870	3	57	55	104
Oklahoma	31,591	4,452	26,103	979	0	0	46	11
Oregon	2,358	628	1,527	159	0	16	25	3
Pennsylvania	40,115	5,272	31,583	2,798	0	229	182	51
Rhode Island	2,511	458	1,788	215	0	11	36	3
South Dakota	15,109	2,829	11,568	594	0	7	86	25
Texas	67,100	8,759	55,361	2,355	0	0	230	395
Utah	2,175	557	1,571	40	0	1	6	0
Vermont	200	40	139	21	0	0	0	0
Washington	7,749	2,063	5,027	372	0	11	46	230
West Virginia	19,191	4,032	14,192	837	0	17	43	70
Wisconsin	6,360	972	4,942	353	0	42	45	6
Wyoming	577	187	349	38	0	0	3	0

[1] Incorporated, not for profit. Maintained by endowments, donations, community chests, and to a certain extent by fees charged to residents. Governed by boards of directors or trustees.
[2] Includes unincorporated institutions and lodging houses.
[3] Includes 728 cases for whom living arrangements were unknown.
[4] New Jersey did not report living arrangements for 6,605 cases accepted during this fiscal year.
[5] Payment for first month prior to leaving institution.

TABLE C–21.—*Old-age assistance: Median amounts of monthly payments to recipients accepted during a selected period of the fiscal year 1936–37 with specified living arrangements to be effective on date of first payments, by States*

State [1]	Median amount [2] of monthly payment to recipients of old-age assistance, with specified living arrangement to be effective on date of first payment		
	Alone	In household group	
		With relatives	Not with relatives
Median for States reporting	$20	$17	$20
Alabama	8	9	10
Arkansas	8	10	10
California	35	30	35
Colorado	30	30	30
Connecticut	30	26	30
Delaware	10	10	10
District of Columbia	28	22	27
Florida	11	10	11
Hawaii	10	12	10
Idaho	20	20	20
Illinois	20	17	21
Indiana	16	15	17
Iowa	17	16	16
Kentucky	11	9	10
Louisiana	9	9	10
Maine	20	20	22
Maryland	21	16	18
Massachusetts	30	25	30
Michigan	18	18	20
Minnesota	$22	$18	$21
Mississippi	4	4	4
Missouri	12	12	13
Montana	22	20	20
Nebraska	20	17	20
New Hampshire	20	20	22
New Mexico	10	17	12
New York	30	20	25
North Dakota	18	15	18
Ohio	22	20	22
Oklahoma	14	12	12
Oregon	20	20	24
Pennsylvania	25	21	25
Rhode Island	22	16	18
South Dakota	21	20	21
Texas	13	12	13
Utah	20	24	19
Vermont	15	15	[3]
Washington	22	20	22
West Virginia	14	15	14
Wisconsin	20	19	20
Wyoming	20	20	20

[1] New Jersey did not report living arrangements for 6,605 cases accepted during this fiscal year.

[2] One-half of the recipients under each living arrangement received more than the median, and one-half received less than the median. The amount given is the lower limit of the dollar interval in which the median falls.

[3] Figures too small for significant median.

TABLE C–22.—*Old-age assistance: Ages of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State	Recipients of old-age assistance accepted during a selected period of the fiscal year 1936–37							
	Number	Percent distribution by specified age group						
		65–69	70–74	75–79	80–84	85–89	90 and over	60 years but exact age unknown
Total	[1] 474,783	36.6	32.4	18.6	8.4	3.0	0.8	[2] 0.2
Alabama	3,190	36.6	26.6	17.8	12.0	4.4	2.4	.2
Arkansas	1,798	31.2	28.6	21.8	12.3	4.8	1.3	-------
California	30,072	45.8	28.4	16.1	6.8	2.1	.6	.3
Colorado	5,941	55.2	22.7	14.2	5.6	1.9	.3	-------
Connecticut	3,599	41.9	27.1	18.1	9.0	3.2	.7	-------
Delaware	510	40.4	31.0	20.8	5.9	2.0	-------	-------
District of Columbia	1,609	38.2	31.9	18.7	7.1	2.9	.7	.5
Florida	11,636	-------	42.7	32.1	15.7	6.3	2.5	.6
Idaho	1,361	54.2	24.6	13.4	5.6	1.6	.5	-------
Illinois	59,659	41.2	31.8	18.2	6.4	2.0	.4	-------
Indiana	10,165	-------	58.4	26.2	11.1	3.6	.7	-------
Iowa	10,838	45.9	29.1	16.2	6.2	2.0	.5	.1
Kentucky	25,298	33.4	30.2	20.8	10.6	3.8	.9	.4
Louisiana	13,336	38.5	27.1	18.3	9.9	3.8	1.9	.5
Maine	3,674	21.8	31.3	26.7	13.9	5.1	1.2	-------
Maryland	4,687	36.8	30.5	19.1	9.1	3.5	.8	.2
Massachusetts	6,143	52.3	26.5	12.0	5.2	1.5	.2	2.3
Michigan	7,840	-------	60.4	23.7	10.5	3.4	.9	1.0
Minnesota	8,894	53.4	24.1	14.0	6.0	1.9	.7	-------
Mississippi	3,395	30.5	26.2	21.5	12.9	5.4	2.7	.7
Missouri	2,375	-------	46.1	35.7	13.0	4.0	.9	.1
Montana	3,321	44.4	29.5	17.3	6.5	1.7	.2	.4
Nebraska	5,266	51.3	24.0	14.7	6.5	2.5	.6	.4
New Hampshire	765	-------	53.2	27.8	13.1	4.7	1.0	.1
New Jersey	6,605	51.4	29.6	12.6	4.6	1.4	.2	.1
New Mexico	914	38.5	29.0	18.5	9.2	3.5	.7	.5
New York	30,932	60.2	28.5	7.7	2.5	.7	.1	.2
North Dakota	1,638	44.4	27.8	16.0	8.2	2.6	.9	-------
Ohio	14,286	48.2	25.3	16.3	7.2	2.4	.5	-------
Oklahoma	31,591	45.2	25.2	17.3	8.4	3.1	.7	.1
Oregon	2,358	-------	61.0	23.8	11.6	2.8	.7	-------
Pennsylvania	40,115	-------	58.6	25.4	11.5	3.7	.8	-------
Rhode Island	2,511	28.4	35.6	22.1	9.4	3.5	1.0	-------
South Dakota	15,109	34.7	29.6	21.3	10.1	3.5	.8	-------
Texas	67,100	43.0	25.4	17.4	9.2	3.7	1.2	.2
Utah	2,175	44.1	27.4	17.0	8.3	2.6	.2	-------
Vermont	200	46.0	30.0	15.5	6.0	1.0	1.5	-------
Washington	7,749	39.1	29.0	19.8	8.5	3.0	.5	-------
West Virginia	19,191	33.2	28.9	21.3	10.9	4.4	1.2	.2
Wisconsin	6,360	52.9	24.7	14.3	5.9	1.8	.4	-------
Wyoming	577	51.0	26.9	15.6	5.0	1.2	.3	-------

[1] This table includes cases accepted in 41 States. Hawaii did not report the age distribution of 518 cases accepted during this fiscal year.

[2] Includes 4 cases in Utah and 2 in Wisconsin reported as 60 years but under 65.

TABLE C–23.—*Old-age assistance: Nativity and citizenship of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State	Number of recipients of old-age assistance accepted during a selected period of the fiscal year 1936–37						
	Total	Native born	Foreign born				
			Total	Citizens	First papers	Aliens	Citizenship unknown
Total	[1] 475,301	399,187	75,968	73,243	587	2,119	19
Alabama	3,190	3,158	22	22	0	0	0
Arkansas	1,798	1,771	24	20	2	2	0
California	30,072	25,327	4,745	4,745	0	0	0
Colorado	5,941	4,897	1,044	1,044	0	0	0
Connecticut	3,599	2,579	1,019	1,019	0	0	0
Delaware	510	474	36	36	0	0	0
District of Columbia	1,609	1,568	41	39	2	0	0
Florida	11,636	11,059	577	577	0	0	0
Hawaii	518	98	420	8	0	412	0
Idaho	1,361	1,155	206	206	0	0	0
Illinois	59,659	43,759	15,900	15,900	0	0	0
Indiana	10,165	9,813	352	352	0	0	0
Iowa	10,838	9,310	1,528	1,528	0	0	0
Kentucky	25,298	25,199	99	99	0	0	0
Louisiana	13,336	12,966	311	177	9	114	11
Maine	3,674	3,283	391	313	8	66	4
Maryland	4,687	4,367	316	315	0	[2] 1	0
Massachusetts	6,143	3,772	2,370	2,370	0	0	0
Michigan	7,840	5,938	1,872	1,872	0	0	0
Minnesota	8,894	4,208	4,686	3,705	198	783	0
Mississippi	3,395	3,384	11	7	1	3	0
Missouri	2,375	2,212	163	163	0	0	0
Montana	3,321	2,167	1,141	1,000	47	90	4
Nebraska	5,266	3,784	1,476	1,263	78	135	0
New Hampshire	765	603	162	162	0	0	0
New Jersey	6,605	4,917	1,688	1,688	0	0	0
New Mexico	914	852	62	28	1	33	0
New York	30,932	19,758	11,168	11,168	0	0	0
North Dakota	1,638	725	913	913	0	0	0
Ohio	14,286	13,036	1,250	1,250	0	0	0
Oklahoma	31,591	30,825	766	766	0	0	0
Oregon	2,358	1,950	408	408	0	0	0
Pennsylvania	40,115	33,321	6,794	6,794	0	0	0
Rhode Island	2,511	1,351	1,160	832	23	305	0
South Dakota	15,109	9,740	5,369	5,224	145	0	0
Texas	67,100	64,597	2,490	2,490	0	0	0
Utah	2,175	1,452	723	553	43	127	0
Vermont	200	164	36	36	0	0	0
Washington	7,749	5,796	1,953	1,913	19	21	0
West Virginia	19,191	19,075	116	116	0	0	0
Wisconsin	6,360	4,330	2,030	2,029	0	1	0
Wyoming	577	447	130	93	11	26	0

[1] Includes 146 recipients whose nativity was unknown. These cases were reported by Alabama, Arkansas, Connecticut, Louisiana, Maryland, Massachusetts, Michigan, Montana, Nebraska, and Texas. The totals for these States exceed the sum of the figures in the rows.

[2] Later found to be ineligible and case closed.

TABLE C–24.—*Old-age assistance: Race, sex, and age of recipients accepted during a selected period of the fiscal year 1936–37*

Age on June 30, 1937	Recipients of specified race and sex accepted for old-age assistance											
	All races			White			Negro			Other races		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
	Number											
Total	[1] 474,783	247,821	226,962	417,001	219,327	197,674	53,227	26,119	27,108	[2] 4,555	2,375	2,180
60–64 years	6	1	5	3	1	2	3		3			
65–69 years	173,863	91,494	82,369	152,845	81,063	71,782	19,074	9,385	9,689	1,944	1,046	898
70–74 years	153,864	80,815	73,049	135,396	71,481	63,915	17,266	8,693	8,573	1,202	641	561
75–79 years	88,072	45,519	42,553	78,650	40,913	37,737	8,747	4,287	4,460	675	319	356
80–84 years	40,079	20,786	19,293	35,211	18,451	16,760	4,530	2,166	2,364	338	169	169
85–89 years	14,065	7,097	6,968	11,697	6,033	5,664	2,165	959	1,206	203	105	98
90–94 years	2,810	1,211	1,599	2,001	855	1,146	755	333	422	54	23	31
95–99 years	608	249	359	326	132	194	257	103	154	25	14	11
100 years and over	474	217	257	250	117	133	209	92	117	15	8	7
60 years and over, exact age unknown	942	432	510	622	281	341	221	101	120	99	50	49
	Percent distribution											
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
60–64 years	[3]	[3]	[3]	[3]	[3]	[3]	[3]		[3]			
65–69 years	36.6	36.9	36.3	36.6	37.0	36.3	35.8	35.9	35.7	42.7	44.1	41.2
70–74 years	32.4	32.6	32.2	32.5	32.6	32.3	32.5	33.3	31.6	26.4	27.0	25.7
75–79 years	18.5	18.3	18.7	18.9	18.6	19.1	16.4	16.4	16.4	14.8	13.4	16.3
80–84 years	8.5	8.4	8.5	8.4	8.4	8.5	8.5	8.3	8.8	7.4	7.1	7.8
85–89 years	3.0	2.9	3.1	2.8	2.7	2.8	4.1	3.7	4.5	4.5	4.4	4.5
90–94 years	.6	.5	.7	.5	.4	.6	1.4	1.3	1.6	1.2	1.0	1.4
95–99 years	.1	.1	.2	.1	.1	.1	.5	.4	.6	.5	.6	.5
100 years and over	.1	.1	.1	.1	.1	.1	.4	.3	.4	.3	.3	.3
60 years and over, exact age unknown	.2	.2	.2	.1	.1	.2	.4	.4	.4	2.2	2.1	2.3

[1] This table includes cases accepted in 41 States. Hawaii did not report race of 518 cases accepted for old-age assistance during this fiscal year.
[2] Includes 132 recipients whose race is unknown.
[3] Less than 1/10 of 1 percent.

TABLE C–25.—*Old-age assistance: Race, sex, and physical condition of recipients accepted during a selected period of the fiscal year 1936–37*

Physical condition	Recipients of specified race and sex accepted for old-age assistance during a selected period of the fiscal year 1936–37											
	All races			White			Negro			Other races		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
	Number											
Total	[1] 468,696	245,072	223,624	411,208	216,489	194,719	52,446	25,774	26,672	[2] 5,042	2,809	2,233
Bedridden	11,172	4,519	6,653	9,870	3,980	5,890	1,211	498	713	91	41	50
Not bedridden but requiring considerable care from others	63,448	29,627	33,821	54,938	25,797	29,141	7,876	3,534	4,342	634	296	338
Able to care for self	393,763	210,764	182,999	346,222	186,624	159,598	43,331	21,727	21,604	4,210	2,413	1,797
Unknown	313	162	151	178	88	90	28	15	13	107	59	48
	Percent distribution											
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Bedridden	2.4	1.8	3.0	2.4	1.9	3.0	2.3	1.9	2.7	1.8	1.5	2.2
Not bedridden but requiring considerable care from others	13.5	12.1	15.1	13.4	11.9	15.0	15.0	13.7	16.3	12.6	10.5	15.1
Able to care for self	84.0	86.0	81.8	84.2	86.2	82.0	82.6	84.3	81.0	83.5	85.9	80.5
Unknown	.1	.1	.1	[3]	[3]	[3]	.1	.1	[3]	2.1	2.1	2.2

[1] This table includes cases accepted in 41 States. New Jersey did not report physical condition of 6,605 cases accepted during this fiscal year.
[2] Includes 132 recipients whose race is unknown.
[3] Less than 1/10 of 1 percent.

TABLE C–26.—*Old-age assistance: Physical condition of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State	Number of recipients accepted for old-age assistance with specified physical condition				
	Total	Bedridden	Not bedridden but requiring considerable care from others	Able to care for self	Physical condition unknown
Total	[1] 468,696	11,172	63,448	393,763	313
Alabama	3,190	131	772	2,284	3
Arkansas	1,798	65	448	1,285	0
California	30,072	485	2,667	26,909	11
Colorado	5,941	131	589	5,221	0
Connecticut	3,599	77	452	3,070	0
Delaware	510	12	60	438	0
District of Columbia	1,609	28	223	1,358	0
Florida	11,636	396	2,246	8,994	0
Hawaii	518	7	70	441	0
Idaho	1,361	33	138	1,190	0
Illinois	59,659	1,026	7,160	51,377	96
Indiana	10,165	296	1,191	8,678	0
Iowa	10,838	154	791	9,893	0
Kentucky	25,298	826	4,742	19,729	1
Louisiana	13,336	429	2,780	10,014	113
Maine	3,674	61	360	3,244	9
Maryland	4,687	108	690	3,888	1
Massachusetts	6,143	136	667	5,340	0
Michigan	7,840	171	1,048	6,620	1
Minnesota	8,894	246	885	7,763	0
Mississippi	3,395	142	848	2,405	0
Missouri	2,375	70	285	2,018	2
Montana	3,321	35	231	3,042	13
Nebraska	5,266	114	500	4,652	0
New Hampshire	765	21	127	617	0
New Mexico	914	32	181	701	0
New York	30,932	250	1,846	28,836	0
North Dakota	1,638	43	232	1,363	0
Ohio	14,286	400	2,020	11,866	0
Oklahoma	31,591	726	3,624	27,238	3
Oregon	2,358	77	415	1,866	0
Pennsylvania	40,115	1,138	5,709	33,252	16
Rhode Island	2,511	34	266	2,211	0
South Dakota	15,109	351	2,085	12,673	0
Texas	67,190	2,042	11,757	53,301	0
Utah	2,175	40	279	1,856	0
Vermont	200	4	26	170	0
Washington	7,749	147	1,010	6,548	44
West Virginia	19,191	551	3,390	15,250	0
Wisconsin	6,360	128	563	5,669	0
Wyoming	577	9	75	493	0

[1] This table includes cases accepted in 41 States. New Jersey did not report physical condition of 6,605 cases accepted during this fiscal year.

TABLE C–27.—*Old-age assistance: Physical condition and types of medical care or supervision at time of application of recipients accepted during a selected period of the fiscal year 1936–37*

Medical care or supervision	Number of recipients accepted for old-age assistance with specified physical condition				
	Total	Bedridden [1]	Not bedridden but requiring considerable care from others	Able to care for self	Physical condition unknown
Total	[2] 468,696	11,172	63,448	393,763	313
None	354,321	2,266	29,690	322,271	94
Under individual physician [3]	81,974	7,910	28,345	45,691	28
In hospital	1,669	379	521	761	8
In clinic	10,052	156	1,673	8,207	16
Under care of other type of practitioner or agency	1,659	189	629	839	2
Unknown	19,021	272	2,590	15,994	165

[1] The reader should remember that these figures apply to persons receiving old-age assistance and that in most States the residents of public hospitals and other public institutions are not included; moreover, only a small proportion of the residents of voluntary institutions is included.

[2] This table includes cases accepted in 41 States. New Jersey did not report physical condition of 6,605 cases accepted during this fiscal year.

[3] Individual physician is defined to include all physicians not giving care to the patient in hospital or clinic, whether such services are recompensed by public funds or by the patient, or are provided by the physician without payment.

TABLE C–28.—*Old-age assistance: Types of aid received within 30 days prior to application for old-age assistance, for recipients accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Number of recipients accepted for old-age assistance who had received specified type of aid within 30 days prior to application									
			Private aid				Public aid			
	Total	No aid	Total	Care in voluntary institution for aged	Care in other voluntary institution	Assistance from a voluntary agency	Total	Care in public institution	Work for wages under the Works Program	General relief and other public aid
Total	[2] 468,696	346,622	4,977	673	348	3,956	116,975	5,123	13,030	98,822
Alabama	3,190	2,696	10	3	1	6	484	121	83	280
Arkansas	1,798	1,540	17	0	0	17	241	2	14	225
California	30,072	18,440	442	45	22	375	11,190	1,101	955	9,134
Colorado	5,941	4,835	10	2	1	7	1,096	40	276	780
Connecticut	[2] 3,599	2,771	71	3	6	62	767	81	44	642
Delaware	510	491	0	0	0	0	19	5	0	14
District of Columbia	1,609	917	28	4	6	18	664	20	23	621
Florida	11,636	7,000	136	3	3	130	4,500	45	358	4,097
Hawaii	518	77	260	51	2	207	181	9	2	170
Idaho	1,361	1,048	3	0	1	2	310	16	120	174
Illinois	59,659	44,261	576	46	47	483	14,660	487	1,519	12,654
Indiana	[2] 10,165	8,301	39	2	7	30	1,828	152	391	1,285
Iowa	[2] 10,838	8,679	86	11	10	65	2,086	98	104	1,884
Kentucky	25,298	22,282	315	19	22	274	2,685	117	222	2,346
Louisiana	13,336	11,850	55	9	3	43	1,319	21	27	1,271
Maine	3,674	2,698	68	1	8	59	908	22	30	856
Maryland	[2] 4,687	3,651	36	4	4	28	1,004	66	53	885
Massachusetts	[2] 6,143	4,973	67	3	10	54	1,111	144	92	875
Michigan	7,840	5,519	159	32	1	126	2,162	147	76	1,939
Minnesota	[2] 8,894	6,632	140	60	17	63	2,142	151	601	1,390
Mississippi	3,395	3,336	14	0	0	14	45	0	6	39
Missouri	2,375	2,164	4	0	1	3	207	9	8	190
Montana	3,321	1,922	22	1	1	20	1,377	36	634	707

For footnotes, see end of table.

TABLE C–28.—*Old-age assistance: Types of aid received within 30 days prior to application for old-age assistance, for recipients accepted during a selected period of the fiscal year 1936–37, by States*—Continued

State [1]	Number of recipients accepted for old-age assistance who had received specified type of aid within 30 days prior to application									
	Total	No aid	Private aid				Public aid			
			Total	Care in voluntary institution for aged	Care in other voluntary institution	Assistance from a voluntary agency	Total	Care in public institution	Work for wages under the Works Program	General relief and other public aid
Nebraska	5,266	4,297	38	7	7	24	931	75	341	515
New Hampshire	765	572	8	2	1	5	185	9	4	172
New Mexico	914	409	0	0	0	0	505	1	34	470
New York	[2] 30,932	15,161	656	23	41	592	15,167	449	213	14,505
North Dakota	[2] 1,638	803	12	9	3	0	829	8	316	505
Ohio	14,286	10,651	207	36	12	159	3,428	230	351	2,847
Oklahoma	31,591	27,653	67	10	4	53	3,871	151	1,708	2,012
Oregon	2,358	1,699	21	3	2	16	638	22	27	589
Pennsylvania	40,115	30,974	399	127	47	225	8,740	611	307	7,822
Rhode Island	[2] 2,511	1,727	41	1	4	36	758	3	135	620
South Dakota	[2] 15,109	8,442	94	8	7	79	6,730	65	1,749	4,916
Texas	67,100	53,375	569	133	37	399	13,156	329	728	12,099
Utah	2,175	1,461	20	0	0	20	694	19	245	430
Vermont	200	175	0	0	0	0	25	0	6	19
Washington	7,749	4,839	180	8	6	166	2,606	182	451	1,973
West Virginia	19,191	13,206	8	0	0	8	5,977	24	419	5,534
Wisconsin	[2] 6,360	4,700	95	7	4	84	1,569	50	308	1,211
Wyoming	[2] 577	395	4	0	0	4	180	5	50	125

[1] This table includes cases accepted in 41 States. New Jersey did not report types of aid received 30 days prior to application by 6,605 cases accepted during this fiscal year. This total includes 427 cases for whom the facts about previous aid were unknown.

[2] Certain cases received more than one type of assistance. Therefore, the sum of the figures in this line exceeds the total number of cases shown in this column.

TABLE C–29.—*Old-age assistance: Other types of public aid received in households of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State	Recipients of old-age assistance in households receiving other specified types of public aid								
	Total	No other type of public aid	One additional type of public aid						Two or more additional types of public aid
			Total	Another grant of old-age assistance	Aid to dependent children	Aid to the blind	General relief	Other public aid	
Total	[1] 468,696	333,357	117,520	91,317	1,048	834	14,469	9,852	2,853
Alabama	3,190	3,155	35	10	1	2	1	21	0
Arkansas	1,798	1,796	2	0	1	1	0	0	0
California	30,072	20,521	9,270	5,519	120	128	2,636	867	281
Colorado	5,941	4,439	1,495	1,343	26	5	62	59	7
Connecticut	3,599	2,697	889	678	5	2	131	73	13
Delaware	510	510	0	0	0	0	0	0	0
District of Columbia	1,609	1,316	285	148	15	3	95	24	8
Florida	11,636	9,237	2,399	1,894	18	4	370	113	0
Hawaii	518	502	16	8	1	0	4	3	0
Idaho	1,361	1,229	131	86	14	1	7	23	1
Illinois	59,659	29,046	16,491	13,018	41	166	1,807	1,459	438
Indiana	10,165	7,716	2,414	1,926	57	24	299	108	35
Iowa	10,838	7,173	3,522	3,079	20	35	203	185	143

[1] This total includes data for 41 States. In addition, New Jersey accepted recipients of old-age assistance but did not report other types of aid received. The total includes 14,966 cases for whom the facts about other types of aid were unknown: Illinois reported 13,684 of these; Louisiana, 1,136; and Maryland, Nebraska, New York, Oklahoma, Pennsylvania, South Dakota, and Washington, a few each.

TABLE C–29.—*Old-age assistance: Other types of public aid received in households of recipients accepted during a selected period of the fiscal year 1936–37, by States*—Continued

State	Recipients of old-age assistance in households receiving other specified types of public aid								
	Total	No other type of public aid	One additional type of public aid						Two or more additional types of public aid
			Total	Another grant of old-age assistance	Aid to dependent children	Aid to the blind	General relief	Other public aid	
Kentucky	25,298	19,468	5,777	4,843	16	39	50	829	53
Louisiana	13,336	9,533	2,593	2,346	91	9	14	133	74
Maine	3,674	3,234	432	350	7	28	19	28	8
Maryland	4,687	3,757	923	776	53	8	31	55	6
Massachusetts	6,143	4,637	1,482	1,206	8	1	134	133	24
Michigan	7,840	5,948	1,889	1,206	37	3	456	187	3
Minnesota	8,894	5,981	2,839	2,149	18	3	371	298	74
Mississippi	3,395	3,257	138	18	0	0	89	31	0
Missouri	2,375	1,867	506	374	0	12	84	36	2
Montana	3,321	2,658	659	540	7	0	65	47	4
Nebraska	5,266	3,865	1,388	1,167	41	11	80	89	12
New Hampshire	765	642	122	101	1	2	7	11	1
New Mexico	914	902	11	4	7	0	0	0	1
New York	30,932	18,735	11,696	6,580	100	22	4,423	571	494
North Dakota	1,638	1,026	603	472	0	2	19	110	9
Ohio	14,286	10,067	4,150	3,499	10	20	403	218	69
Oklahoma	31,591	22,802	8,529	7,858	75	41	121	434	256
Oregon	2,358	1,997	254	227	1	0	11	15	107
Pennsylvania	40,115	31,054	8,746	5,751	70	214	1,359	1,352	310
Rhode Island	2,511	1,715	753	502	8	2	44	197	43
South Dakota	15,109	9,422	5,293	4,070	6	0	210	1,007	281
Texas	67,100	49,930	17,152	16,589	0	0	110	453	18
Utah	2,175	1,813	359	241	33	3	61	21	3
Vermont	200	144	51	31	0	0	16	4	5
Washington	7,749	6,209	1,489	936	90	18	268	177	36
West Virginia	19,191	18,581	610	97	14	3	118	378	0
Wisconsin	6,360	4,277	2,049	1,612	34	19	287	97	34
Wyoming	577	499	78	63	2	3	4	6	0

TABLE C–30.—*Old-age assistance: Sources of other money income* [1] *of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State	Number of recipients accepted for old-age assistance	Recipients accepted for old-age assistance with other money income from specified sources						
		Veterans' pension	Employees' pension	Annuity or trust fund or insurance	Income from invested capital	Income or rent from real property [2]	Income from wages	No income from these specified sources
Total	[3] 486,696	737	910	582	2,187	28,439	23,034	379,108
Alabama	3,190	1	38	6	1	26	129	2,940
Arkansas	1,798	7	1	2	0	17	27	1,707
California	30,072	83	47	46	137	792	997	[4] 26,170
Colorado	5,941	8	41	4	17	325	74	5,381
Connecticut	[5] 3,599	4	18	17	200	162	176	2,881
Delaware	510	0	0	0	0	1	8	486
District of Columbia	1,609	6	5	0	1	94	36	1,448
Florida	11,636	2	7	15	8	279	323	10,658
Hawaii	518	0	4	0	0	2	12	470
Idaho	[5] 1,361	5	0	2	5	135	21	1,115
Illinois	[5] 59,659	77	152	64	339	3,195	1,437	36,008
Indiana	[5] 10,165	8	19	13	16	431	373	9,314
Iowa	[5] 10,838	18	8	16	35	493	284	9,754
Kentucky	[5] 25,298	4	6	11	86	741	1,549	21,372
Louisiana	13,336	15	11	12	10	323	867	8,723
Maine	3,674	23	14	6	13	154	404	2,801
Maryland	[5] 4,687	5	9	3	8	67	172	4,365
Massachusetts	[5] 6,143	11	21	21	43	186	100	5,444

For footnotes, see end of table.

TABLE C–30.—*Old-age assistance: Sources of other money income[1] of recipients accepted during a selected period of the fiscal year 1936–37, by States*—Continued

State	Number of recipients accepted for old-age assistance	Recipients accepted for old-age assistance with other money income from specified sources						
		Veterans' pension	Employees' pension	Annuity or trust fund or insurance	Income from invested capital	Income or rent from real property[2]	Income from wages	No income from these specified sources
Michigan	7,840	6	11	9	27	404	231	6,653
Minnesota	[5] 8,894	20	32	16	273	1,336	227	6,277
Mississippi	3,395	0	1	0	0	42	49	3,280
Missouri	[5] 2,375	0	4	6	42	236	287	1,782
Montana	3,321	3	1	3	20	90	82	2,925
Nebraska	5,266	3	11	10	20	334	183	4,466
New Hampshire	765	2	0	0	2	10	23	715
New Mexico	914	1	0	0	0	40	23	755
New York	[5] 30,932	36	60	31	14	332	747	29,184
North Dakota	1,638	4	6	0	5	89	75	1,396
Ohio	[5] 14,286	16	24	5	113	645	531	12,329
Oklahoma	[5] 31,591	51	30	21	41	2,348	4,080	25,336
Oregon	2,358	6	8	2	11	105	119	2,022
Pennsylvania	40,115	76	188	118	336	1,340	552	37,009
Rhode Island	[5] 2,511	3	13	4	6	49	50	2,358
South Dakota	15,109	12	9	12	68	997	495	13,088
Texas	[5] 67,100	55	80	67	198	11,516	7,467	46,199
Utah	[5] 2,175	4	1	7	4	135	43	1,919
Vermont	200	1	1	0	1	37	39	49
Washington	7,749	5	3	8	14	378	95	6,756
West Virginia	19,191	154	16	8	8	218	369	17,584
Wisconsin	[5] 6,360	2	10	17	65	306	259	5,504
Wyoming	577	0	0	0	0	29	19	485

[1] Sources of other money income in this table do not include income from relatives or friends.
[2] This does not include the use of a home owned by the recipient but refers only to net money income from property rented by recipient.
[3] This table includes cases accepted in 40 States. New Jersey did not report sources of other income for 6,605 cases accepted during this fiscal year. Because more than one source of income was reported in a number of instances the totals of the several columns exceed this total. Illinois reported 16,561 recipients about whom this information was unknown; Louisiana reported 1,281 unknown.
[4] Estimated.
[5] More than one source of income reported for certain cases; therefore, the sum of figures in this line exceeds the total shown in this column.

TABLE C–31.—*Old-age assistance: Marital status of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State	Recipients of old-age assistance accepted during a selected period of the fiscal year 1936–37					
	Number	Percent distribution by marital status				
		Single	Widowed	Divorced or legally separated	Separated	Married
Total	475,301	8.6	43.9	3.2	3.4	40.9
Alabama	3,190	7.8	49.2	1.6	6.1	35.3
Arkansas	1,798	5.1	58.1	1.9	2.4	32.5
California	30,072	11.9	38.4	7.1	5.1	37.5
Colorado	5,941	6.6	38.2	3.6	3.8	47.8
Connecticut	3,599	12.8	46.6	2.2	4.5	33.9
Delaware	510	7.6	46.9	.4	4.7	40.4
District of Columbia	1,609	12.4	57.7	1.8	8.3	19.8
Florida	11,636	6.3	49.8	1.8	4.5	37.6
Hawaii	518	54.8	22.4	2.5	9.7	10.6
Idaho	1,361	10.1	38.8	4.4	3.3	43.4
Illinois	59,659	9.0	46.2	3.5	3.5	37.8
Indiana	10,165	6.8	44.0	3.0	2.4	43.5
Iowa	10,838	7.6	38.5	4.4	2.0	47.8
Kentucky	25,298	6.5	42.5	2.5	3.9	44.6
Louisiana	13,336	6.5	48.8	1.2	4.4	39.1
Maine	3,674	10.0	43.4	5.2	2.2	39.2
Maryland	4,687	13.9	47.7	1.9	4.8	31.7
Massachusetts	6,143	13.3	41.7	2.4	4.4	38.2

TABLE C–31.—*Old-age assistance: Marital status of recipients accepted during a selected period of the fiscal year 1936–37, by States*—Continued

State	Recipients of old-age assistance accepted during a selected period of the fiscal year 1936–37					
	Number	Percent distribution by marital status				
		Single	Widowed	Divorced or legally separated	Separated	Married
Michigan	7,840	7.0	44.6	3.3	2.4	42.7
Minnesota	8,894	11.1	34.5	3.0	2.9	48.5
Mississippi	3,395	4.6	56.2	1.0	3.3	34.9
Missouri	2,375	5.1	50.1	2.5	2.2	40.1
Montana	3,321	18.7	35.2	4.8	3.0	38.3
Nebraska	5,266	7.4	34.5	3.6	2.6	51.9
New Hampshire	765	8.4	51.9	3.7	2.3	33.7
New Jersey	6,605	12.4	42.7	[1] 6.1	[2]	38.8
New Mexico	914	6.1	51.2	3.4	2.6	36.7
New York	30,932	15.0	39.6	1.4	5.9	38.1
North Dakota	1,638	10.2	38.8	2.4	2.6	46.0
Ohio	14,286	9.3	40.1	4.0	3.0	43.6
Oklahoma	31,591	4.0	42.2	2.7	2.1	49.0
Oregon	2,358	9.1	41.3	8.1	3.7	37.8
Pennsylvania	40,115	9.6	52.8	1.4	2.7	33.5
Rhode Island	2,511	15.2	46.9	2.5	2.8	32.6
South Dakota	15,109	7.9	39.0	2.9	1.9	48.3
Texas	67,100	4.7	44.7	3.4	2.4	44.8
Utah	2,175	5.3	45.3	2.9	1.8	44.7
Vermont	200	9.5	45.0	2.0	3.5	40.0
Washington	7,749	9.9	36.8	5.7	3.1	44.5
West Virginia	19,191	10.4	49.6	2.8	5.2	32.0
Wisconsin	6,360	10.0	34.7	3.8	2.6	48.9
Wyoming	577	14.4	40.0	5.2	5.0	35.4

[1] Includes separated. [2] Included in divorced.

TABLE C–32.—*Old-age assistance: Eligibility of spouse for old-age assistance, for married recipients accepted during a selected period of the fiscal year 1936–37, by States*

State	Married recipients of old-age assistance accepted during a selected period of the fiscal year 1936–37					
	Number	Percent distribution according to eligibility of the spouse for old-age assistance				
		Not eligible for old-age assistance	Eligible and receiving separate monthly payment	Eligible but included in one monthly payment	Eligible but not receiving old-age assistance	Not living in same household
Total	[1] 191,549	42.1	47.6	2.6	5.9	1.8
Alabama	1,126	53.8	1.2	43.2	.9	.9
Arkansas	580	55.1	----------	----------	44.9	----------
California	11,271	37.0	48.8	----------	11.1	3.1
Colorado	2,841	47.8	44.3	1.3	5.3	1.3
Connecticut	1,219	32.9	52.6	----------	11.0	3.5
Delaware	206	30.3	39.9	----------	27.4	2.4
District of Columbia	319	46.7	38.9	----------	12.2	2.2
Florida	4,374	53.2	40.1	1.6	2.9	2.2
Hawaii	55	[2]	[2]	[2]	[2]	[2]
Idaho	591	57.9	14.7	25.9	----------	1.5
Illinois	22,513	37.9	56.9	[3]	3.7	1.5
Indiana	4,455	49.0	41.1	----------	8.6	1.3
Iowa	5,144	30.6	60.6	----------	7.4	1.4
Kentucky	11,289	37.1	49.7	.8	11.6	.8
Louisiana	5,179	42.2	42.5	12.2	2.0	1.1
Maine	1,440	7.4	28.6	53.5	8.1	2.4
Maryland	1,486	41.1	47.3	1.9	7.0	2.7
Massachusetts	2,349	42.4	46.3	----------	8.5	2.8
Michigan	3,345	49.5	38.5	1.7	8.5	1.8
Minnesota	4,317	44.9	48.8	----------	4.6	1.7

For footnotes, see end of table.

TABLE C–32.—*Old-age assistance: Eligibility of spouse for old-age assistance, for married recipients accepted during a selected period of the fiscal year 1936–37, by States*—Continued

State	Married recipients of old-age assistance accepted during a selected period of the fiscal year 1936–37					
	Number	Percent distribution according to eligibility of the spouse for old-age assistance				
		Not eligible for old-age assistance	Eligible and receiving separate monthly payment	Eligible but included in one monthly payment	Eligible but not receiving old-age assistance	Not living in same household
Mississippi	1,183	51.1	1.1	23.9	21.8	2.1
Missouri	953	49.3	45.2	----	4.6	.9
Montana	1,272	42.5	42.3	3.6	8.7	2.9
Nebraska	2,733	43.6	45.5	----	8.7	2.2
New Hampshire	258	44.2	36.4	8.5	8.2	2.7
New Mexico	335	51.0	.3	46.6	----	2.1
New York	11,781	43.9	53.6	----	.2	2.3
North Dakota	754	34.5	63.1	----	1.2	1.2
Ohio	6,235	35.7	54.6	----	8.2	1.5
Oklahoma	15,485	47.4	51.1	----	.5	1.0
Oregon	891	55.0	34.3	3.3	5.0	2.4
Pennsylvania	13,445	46.1	39.6	----	11.8	2.5
Rhode Island	818	25.1	58.8	.7	11.4	4.0
South Dakota	7,291	33.2	59.3	0.7	5.7	1.1
Texas	30,070	43.5	55.2	----	----	1.3
Utah	972	51.0	25.5	21.7	----	1.8
Vermont	80	[4]	[4]	----	[4]	[4]
Washington	3,441	38.9	28.0	----	31.3	1.8
West Virginia	6,138	50.3	2.9	30.9	11.2	4.7
Wisconsin	3,111	41.3	50.7	.8	5.8	1.4
Wyoming	204	42.5	27.1	6.7	10.0	13.7

[1] In addition, New Jersey did not report these data for 2,564 married recipients.
[2] Hawaii reported 31 with spouses not eligible for old-age assistance, 9 eligible and receiving a separate monthly payment, 2 eligible but included in 1 payment, 4 eligible but not receiving old-age assistance, and 9 not living in same household.
[3] Less than 1/10 of 1 percent.
[4] Vermont reported 28 not eligible for old-age assistance, 36 eligible and receiving a separate monthly payment, 12 eligible but not receiving old-age assistance, and 4 not living in the same household.

TABLE C–33.—*Old-age assistance: Reasons for closing cases during a selected period of the fiscal year 1936–37, by States*

State	Cases of old-age assistance closed during a selected period of the fiscal year 1936–37								
	Number	Percent distribution according to reasons for closing							
		Death	Admitted to public institution	Admitted to voluntary institution	Became self-supporting	Relatives became able to support	Moved out of district	Not eligible for original monthly payment	Other reasons [1]
Total	141,864	49.6	4.2	0.5	9.4	6.9	4.0	15.0	10.4
Alabama	2,570	42.9	1.2	----	5.8	15.0	5.3	16.8	13.0
Arkansas	1,713	66.0	2.8	----	2.0	8.5	17.7	1.2	1.8
California	6,672	56.1	18.6	2.2	3.4	9.3	4.6	2.0	3.8
Colorado	2,468	63.8	3.7	.8	9.7	4.0	1.2	9.6	7.2
Connecticut	1,418	73.8	7.8	3.5	9.6	.7	1.4	.4	2.8
Delaware	413	54.1	.2	10.7	7.2	5.0	4.3	.2	18.3
Dist. of Columbia	136	78.0	8.1	.7	5.1	2.2	2.2	----	3.7
Florida	748	76.7	3.1	.5	1.1	1.5	1.8	9.6	5.7
Hawaii	98	54.0	22.0	----	6.0	1.0	7.0	3.0	7.0
Idaho	1,035	44.6	4.8	.1	17.3	9.3	5.7	12.5	5.7
Illinois	10,203	55.1	3.0	1.5	2.8	6.3	----	1.4	29.9
Indiana	4,889	55.8	4.5	.8	7.8	6.0	6.1	11.7	7.3
Iowa	2,291	73.1	6.6	----	1.8	.4	1.0	7.9	9.2
Kentucky	1,198	93.1	3.4	.6	.8	.2	1.0	.6	.3
Louisiana	1,677	64.3	2.1	.3	6.5	6.9	4.1	3.4	12.4

For footnotes, see end of table.

TABLE C–33.—*Old-age assistance: Reasons for closing cases during a selected period of the fiscal year 1936–37, by States*—Continued

State	Cases of old-age assistance closed during a selected period of the fiscal year 1936–37								
	Number	Percent distribution according to reasons for closing							
		Death	Admitted to public institution	Admitted to voluntary institution	Became self-supporting	Relatives became able to support	Moved out of district	Not eligible for original monthly payment	Other reasons [1]
Maine	371	88.9	4.1	.5	2.7	1.1	.3	.8	1.6
Maryland	1,673	58.0	3.5	1.0	2.4	5.1	.6	11.4	18.0
Massachusetts	2,786	45.5	8.4	.6	11.5	6.4	15.8	8.1	3.7
Michigan	2,892	86.2	6.2	----	3.4	.6	1.1	.6	1.9
Minnesota	4,140	58.7	3.9	.4	15.9	4.4	----	12.9	3.8
Mississippi	3,726	33.1	2.5	.1	9.8	12.5	15.9	2.7	23.4
Missouri	4,281	87.0	4.5	.1	1.0	.4	2.0	2.9	2.1
Montana	638	71.5	11.6	.6	4.1	1.9	1.9	1.7	6.7
Nebraska	1,761	70.0	3.1	.1	9.5	6.2	3.1	3.4	4.6
New Hampshire	435	56.1	7.1	2.5	3.0	4.8	.9	5.8	19.8
New Jersey	3,318	44.4	11.0	----	----	----	3.6	.7	40.3
New Mexico	340	64.1	2.7	----	10.3	4.1	----	2.9	15.9
New York	6,588	63.0	11.6	1.0	3.5	7.3	7.9	.9	4.8
North Dakota	675	64.1	3.1	.4	4.2	2.2	3.4	3.6	19.0
Ohio	8,881	66.0	3.2	.2	6.6	6.8	7.5	2.2	7.5
Oklahoma	5,668	45.0	1.8	.1	3.0	1.9	6.7	29.6	11.9
Oregon	1,461	60.0	7.0	----	----	----	8.9	2.3	21.8
Pennsylvania	6,769	74.3	4.3	.6	2.6	1.9	7.5	1.1	7.7
Rhode Island	410	72.2	16.4	.7	1.2	2.2	1.5	1.2	4.6
South Dakota	6,593	8.5	.2	----	35.2	.3	.4	2.1	[2] 53.3
Texas	32,647	22.4	.2	.1	17.2	14.0	.5	45.4	.2
Utah	665	57.8	3.4	.3	8.8	4.7	2.4	13.4	9.2
Vermont	407	77.7	3.9	.2	5.9	8.6	.7	3.0	----
Washington	2,411	66.0	9.9	.7	6.9	.4	3.5	12.0	.6
West Virginia	1,114	50.3	1.8	.1	2.6	4.4	1.7	22.8	16.3
Wisconsin	3,710	54.0	4.6	.5	10.3	4.4	10.7	8.4	7.1
Wyoming	275	68.0	3.6	----	6.9	7.3	5.1	6.2	2.9

[1] The high proportion of cases reported in this column by certain States suggests that further analysis should be made of reasons for closing cases.
[2] Large proportion transferred to Resettlement Administration.

TABLE C–34.—*Aid to the blind: Range in monthly amounts of assistance initially approved for recipients accepted during a selected period of the fiscal year 1936–37, number of recipients accepted, and median and quartile amounts, by States*

State [1]	Number of recipients accepted during period	Monthly amount of assistance initially approved for recipients of aid to the blind				
		Lowest amount approved	25 percent approved for this amount or less [2]	50 percent approved for this amount or less [3]	75 percent approved for this amount or less [4]	Highest amount approved
Total	9,397	$1	$16	$22	$31	$84
Alabama	220	4	9	11	16	30
Arizona	76	10	16	21	31	30
Arkansas	261	3	9	9	11	12
California	964	4	27	35	41	50
Colorado	128	10	28	31	31	30
District of Columbia	80	6	23	27	31	36
Idaho	39	10	16	21	31	30
Indiana	972	3	14	17	22	30
Maine	172	6	19	23	29	30
Maryland	164	5	15	19	23	30
Massachusetts	172	8	16	19	21	30
Michigan	460	1	12	18	27	84
Nebraska	121	10	16	20	22	30
New Hampshire	49	10	16	21	31	30
New Jersey	104	10	20	21	25	35

For footnotes, see end of table.

TABLE C–34.—*Aid to the blind: Range in monthly amounts of assistance initially approved for recipients accepted during a selected period of the fiscal year 1936–37, number of recipients accepted, and median and quartile amounts, by States*—Con.

State [1]	Number of recipients accepted during period	Monthly amount of assistance initially approved for recipients of aid to the blind				
		Lowest amount approved	25 percent approved for this amount or less [2]	50 percent approved for this amount or less [3]	75 percent approved for this amount or less [4]	Highest amount approved
New Mexico	53	4	11	16	27	50
North Dakota	60	8	15	19	23	30
Ohio	618	5	16	16	21	30
Oklahoma	1,479	2	12	15	22	30
Oregon	194	7	21	26	31	30
Pennsylvania	1,665	3	31	31	31	30
Utah	95	10	17	24	31	30
Vermont	16	5	(5)	(5)	(5)	25
Washington	289	10	33	34	34	40
West Virginia	673	6	15	18	23	30
Wisconsin	255	3	16	21	26	30
Wyoming	18	15	(5)	(5)	(5)	35

[1] In addition, New York accepted cases of aid to the blind beginning with May 1937 but did not report details with regard to cases accepted.
[2] First quartile falls in the dollar interval below the amount specified.
[3] Median falls in the dollar interval below the amount specified.
[4] Third quartile falls in the dollar interval below the amount specified.
[5] Figures too small for significant median and quartiles.

TABLE C–35.—*Aid to the blind: Monthly amounts of assistance initially approved for recipients accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Number of recipients accepted for aid to the blind according to monthly amount of assistance initially approved								
	Number	Less than $5	$5–$9	$10–$14	$15–$19	$20–$24	$25–$29	$30–$34	$35 and over
Total	[2] 9,397	37	621	1,653	1,603	1,362	770	2,750	595
Alabama	220	4	75	76	34	16	8	4	0
Arizona	76	0	0	13	17	16	7	23	0
Arkansas	261	5	168	88	0	0	0	0	0
California	964	3	4	16	39	110	119	194	479
Colorado	128	0	0	3	5	17	15	88	0
District of Columbia	80	0	1	3	8	15	27	24	2
Idaho	39	0	0	7	6	12	1	13	0
Indiana	972	2	53	288	309	206	90	24	0
Maine	172	0	3	13	32	53	33	38	0
Maryland	164	0	6	42	44	43	14	15	0
Massachusetts	172	0	1	36	53	51	15	16	0
Michigan	460	10	71	86	96	58	44	42	53
Nebraska	121	0	0	1	62	42	12	4	0
New Hampshire	49	0	0	8	10	14	2	15	0
New Jersey	104	0	0	3	23	52	21	3	2
New Mexico	53	1	11	10	13	4	3	7	4
North Dakota	60	0	2	16	18	16	4	4	0
Ohio	618	0	20	118	236	144	65	32	0
Oklahoma	1,479	10	171	601	252	196	111	138	0
Oregon	194	0	1	16	26	42	30	79	0
Pennsylvania	1,665	1	0	2	5	2	2	1,653	0
Utah	95	0	0	13	19	18	14	31	0
Vermont	16	0	6	7	1	1	1	0	0
Washington	289	0	0	2	7	20	23	183	54
West Virginia	673	0	26	145	216	148	71	67	0
Wisconsin	255	1	2	40	70	61	35	46	0
Wyoming	18	0	0	0	2	5	3	7	1

[1] In addition, New York accepted cases of aid to the blind beginning with May 1937 but did not report details with regard to cases accepted.
[2] This total includes 3 recipients reported by Alabama and 3 by Ohio for whom the information was not available.

TABLE C–36.—*Aid to the blind: Living arrangements to be effective on date of first payments to recipients accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Number of recipients of aid to the blind with specified living arrangement to be effective on date of first payment							
	Total	Alone	In household group		In institution			Other arrangement [4]
			With relatives	Not with relatives	Public	Voluntary [2]	Proprietary [3]	
Total	9,397	1,058	7,198	798	76	93	112	62
Alabama	220	36	141	38	0	0	3	2
Arizona	76	14	53	6	0	0	2	1
Arkansas	261	33	198	28	0	0	1	1
California	964	168	624	80	0	24	39	29
Colorado	128	15	87	22	0	1	3	0
District of Columbia	80	6	61	12	0	0	1	0
Idaho	39	3	32	2	0	0	2	0
Indiana	972	83	819	63	0	0	6	1
Maine	172	21	119	25	0	4	1	2
Maryland	164	23	110	31	0	0	0	0
Massachusetts	172	11	140	19	0	0	2	0
Michigan	460	63	352	38	0	2	4	1
Nebraska	121	19	88	12	0	0	2	0
New Hampshire	49	6	40	2	0	1	0	0
New Jersey	104	3	84	17	0	0	0	0
New Mexico	53	5	43	5	0	0	0	0
North Dakota	60	6	49	5	0	0	0	0
Ohio	618	58	486	58	5	3	1	13
Oklahoma	1,479	128	1,249	89	0	0	13	0
Oregon	194	94	82	7	0	0	10	1
Pennsylvania	1,665	106	1,316	113	71	50	6	3
Utah	95	12	75	5	0	0	1	2
Vermont	16	2	11	3	0	0	0	0
Washington	289	50	192	32	0	5	5	5
West Virginia	673	76	533	55	0	0	8	1
Wisconsin	255	16	205	29	0	3	2	0
Wyoming	18	1	15	2	0	0	0	0

[1] In addition, New York accepted cases of aid to the blind beginning with May 1937 but did not report details with regard to cases accepted.
[2] Incorporated, not for profit. Maintained by endowments, donations, community chests, and to a certain extent by fees charged to residents. Governed by boards of directors or trustees.
[3] Includes unincorporated institutions and lodging houses.
[4] Includes 5 unknown cases.

TABLE C–37.—*Aid to the blind: Ages of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Number of recipients of aid to the blind of specified age accepted during a selected period of the fiscal year 1936–37						
	Total	Under 16	16–20	21–44	45–64	65 and over	Unknown
Total	9,397	21	83	1,987	3,811	3,462	33
Alabama	220	0	0	89	123	8	0
Arizona	76	0	0	11	26	39	0
Arkansas	261	1	5	67	177	7	4
California	964	0	17	173	354	420	0
Colorado	128	0	4	35	51	38	0
District of Columbia	80	0	1	25	42	12	0
Idaho	39	1	1	6	13	18	0
Indiana	972	0	5	158	327	482	0
Maine	172	0	0	20	43	109	0

For footnotes, see end of table.

TABLE C–37.—*Aid to the blind: Ages of recipients accepted during a selected period of the fiscal year 1936–37, by States*—Continued

State[1]	Number of recipients of aid to the blind of specified age accepted during a selected period of the fiscal year 1936–37						
	Total	Under 16	16–20	21–44	45–64	65 and over	Unknown
Maryland	164	0	1	40	70	51	2
Massachusetts	172	0	0	70	67	35	0
Michigan	460	0	0	101	217	142	0
Nebraska	121	0	5	20	65	31	0
New Hampshire	49	0	0	8	13	28	0
New Jersey	104	0	0	21	76	7	0
New Mexico	53	0	0	9	23	21	0
North Dakota	60	0	0	27	33	0	0
Ohio	618	4	20	202	384	8	0
Oklahoma	1,479	15	17	358	638	449	2
Oregon	194	0	0	32	85	76	1
Pennsylvania	1,665	0	0	206	418	1,017	24
Utah	95	0	3	10	29	53	0
Vermont	16	0	0	4	8	4	0
Washington	289	0	1	38	103	147	0
West Virginia	673	0	0	215	309	149	0
Wisconsin	255	0	3	38	115	99	0
Wyoming	18	0	0	4	2	12	0

[1] In addition, New York accepted cases of aid to the blind beginning with May 1937 but did not report details with regard to cases accepted.

TABLE C–38.—*Aid to the blind: Ages of recipients whose cases were closed during a selected period of the fiscal year 1936–37, by States*

State	Recipients of aid to the blind who were a specified age at date of closing						
	Total	Under 16	16–20	21–44	45–64	65 and over	Unknown
Total	[1] 3,457	2	19	385	908	1,963	180
Arizona	15	0	0	2	3	10	0
Arkansas	50	0	0	17	31	1	1
California	564	0	8	45	122	389	0
Colorado	175	0	0	1	19	118	37
District of Columbia	12	0	0	3	2	7	0
Idaho	36	0	0	7	9	20	0
Indiana	234	0	0	36	82	116	0
Maine	159	0	0	5	29	121	4
Michigan	151	0	0	31	72	36	12
Nebraska	112	0	0	2	3	1	106
New Mexico	17	0	0	0	6	11	0
North Dakota	1	0	0	1	0	0	0
Ohio	424	1	5	87	200	112	19
Oklahoma	13	0	0	4	7	2	0
Oregon	50	0	0	5	17	27	1
Pennsylvania	768	0	0	43	114	611	0
Utah	53	0	2	5	12	34	0
Vermont	17	0	0	0	7	10	0
Washington	216	1	1	43	89	82	0
West Virginia	11	0	0	0	5	6	0
Wisconsin	350	0	3	45	72	230	0
Wyoming	29	0	0	3	7	19	0

[1] This table includes cases closed in 22 States. Age at date of closing was not included among the items on the form originally suggested by the Social Security Board, and 5 States found it impossible to prepare this table for this fiscal year.

TABLE C–39.—*Aid to the blind: Nativity and citizenship of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Number of recipients of aid to the blind accepted during a selected period of the fiscal year 1936–37							
	Total	Native born	Foreign born					Nativity unknown
			Total	Citizens	First papers	Aliens	Citizenship unknown	
Total	9,397	8,183	1,203	725	77	399	2	11
Alabama	220	215	0	0	0	0	0	5
Arizona	76	47	29	1	0	28	0	0
Arkansas	261	258	3	3	0	0	0	0
California	964	711	247	123	9	115	0	6
Colorado	128	115	13	13	0	0	0	0
District of Columbia	80	79	1	1	0	0	0	0
Idaho	39	35	4	4	0	0	0	0
Indiana	972	956	16	16	0	0	0	0
Maine	172	144	28	12	1	14	1	0
Maryland	164	155	9	5	2	2	0	0
Massachusetts	172	98	74	22	3	49	0	0
Michigan	460	359	101	49	20	31	1	0
Nebraska	121	108	13	12	0	1	0	0
New Hampshire	49	37	12	5	1	6	0	0
New Jersey	104	69	35	18	3	14	0	0
New Mexico	53	50	3	1	0	2	0	0
North Dakota	60	42	18	18	0	0	0	0
Ohio	618	575	43	29	4	10	0	0
Oklahoma	1,479	1,468	11	11	0	0	0	0
Oregon	194	162	32	25	3	4	0	0
Pennsylvania	1,665	1,333	332	230	14	88	0	0
Utah	95	69	26	24	0	2	0	0
Vermont	16	16	0	0	0	0	0	0
Washington	289	218	71	49	6	16	0	0
West Virginia	673	667	6	6	0	0	0	0
Wisconsin	255	180	75	47	11	17	0	0
Wyoming	18	17	1	1	0	0	0	0

[1] In addition, New York accepted cases of aid to the blind beginning with May 1937 but did not report details with regard to cases accepted.

TABLE C–40.—*Aid to the blind: Race, sex, and age of recipients accepted during a selected period of the fiscal year 1936–37*

Age	Recipients of specified race and sex accepted for aid to the blind											
	All races			White			Negro			Other races		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
	Number											
Total	[1] 9,397	5,499	3,898	8,072	4,698	3,374	1,031	610	421	285	187	98
Under 16 years	21	13	8	16	11	5	4	2	2	1	0	1
16–20 years	[2] 83	54	29	71	47	24	9	4	5	1	1	0
21–44 years	[3] 1,987	1,303	684	1,635	1,077	558	286	180	106	65	45	20
45–64 years	[4] 3,811	2,351	1,460	3,184	1,964	1,220	494	302	192	127	84	43
65 and over	3,463	1,764	1,699	3,142	1,589	1,553	231	119	112	90	56	34
Unknown	32	14	18	24	10	14	7	3	4	1	1	0
	Percent distribution											
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	[5]
Under 16 years	.2	.2	.2	.2	.2	.1	.4	.3	.5	.3	-------	[5]
16–20 years	.9	1.0	.7	.9	1.0	.7	.9	.7	1.2	.3	.5	------
21–44 years	21.1	23.7	17.5	20.3	22.9	16.5	27.7	29.5	25.2	22.8	24.1	[5]
45–64 years	40.6	42.8	37.5	39.4	41.8	36.2	47.9	49.5	45.6	44.6	44.9	[5]
65 and over	36.9	32.0	43.6	38.9	33.8	46.0	22.4	19.5	26.6	31.6	29.9	[5]
Unknown	.3	.3	.5	.3	.2	.4	.7	.5	0.9	.3	.5	------

[1] This table includes reports for 27 States. In addition, New York accepted cases of aid to the blind beginning with May 1937 but did not report details with regard to cases accepted. The total includes 9 cases of unknown race.
[2] Includes 2 of unknown race.
[3] Includes 1 of unknown race.
[4] Includes 6 of unknown race.
[5] Figures too small for significant percentages.

TABLE C–41.—*Aid to the blind: Sex of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Recipients of aid to the blind accepted during a selected period of the fiscal year 1936–37			State [1]	Recipients of aid to the blind accepted during a selected period of the fiscal year 1936–37		
	Total	Male	Female		Total	Male	Female
Total	9,397	5,499	3,898	New Hampshire	49	28	21
				New Jersey	104	65	39
Alabama	220	162	58	New Mexico	53	41	12
Arizona	76	54	22	North Dakota	60	47	13
Arkansas	261	168	93	Ohio	618	348	270
California	964	540	424	Oklahoma	1,479	940	539
Colorado	128	75	53	Oregon	194	129	65
District of Columbia	80	51	29	Pennsylvania	1,665	732	933
Idaho	39	22	17	Utah	95	61	34
Indiana	972	543	429	Vermont	16	11	5
Maine	172	85	87	Washington	289	180	109
Maryland	164	96	68	West Virginia	673	471	202
Massachusetts	172	101	71	Wisconsin	255	153	102
Michigan	460	321	139	Wyoming	18	6	12
Nebraska	121	69	52				

[1] In addition, New York accepted cases of aid to the blind beginning with May 1937 but did not report details with regard to cases accepted.

TABLE C–42.—*Aid to the blind: Other types of public aid received in households of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Recipients of aid to the blind in households receiving other specified types of public aid								
	Total	No other type of public aid	One additional type of public aid					Two or more types of public aid	Unknown
			Total	Aid to dependent children	Old-age assistance	General relief	Other public aid [2]		
Total	9,397	7,217	2,103	146	600	784	573	76	1
Alabama	220	211	9	1	1	3	4	0	0
Arizona	76	62	14	8	0	0	6	0	0
Arkansas	261	257	4	1	1	1	1	0	0
California	964	732	226	18	54	100	54	6	0
Colorado	128	103	25	4	11	5	5	0	0
Dist. of Columbia	80	59	21	2	0	16	3	0	0
Idaho	39	31	7	0	7	0	0	1	0
Indiana	972	682	275	13	95	48	119	15	0
Maine	172	154	18	3	0	7	8	0	0
Maryland	164	136	28	7	5	4	12	0	0
Massachusetts	172	99	73	1	2	61	9	0	0
Michigan	460	262	184	3	13	153	15	14	0
Nebraska	121	74	46	7	13	8	18	1	0
New Hampshire	49	41	8	0	0	7	1	0	0
New Jersey	104	44	51	12	5	23	11	9	0
New Mexico	53	52	1	0	1	0	0	0	0
North Dakota	60	47	13	0	5	1	7	0	0
Ohio	618	449	168	9	28	65	66	1	0
Oklahoma	1,479	1,096	374	24	183	65	102	9	0
Oregon	194	155	30	0	7	5	18	9	0
Pennsylvania	1,665	1,387	273	5	87	116	65	5	0
Utah	95	72	23	2	5	9	7	0	0
Vermont	16	13	3	0	0	3	0	0	0
Washington	289	218	66	9	27	16	14	4	1
West Virginia	673	568	105	8	34	45	18	0	0
Wisconsin	255	196	57	9	15	23	10	2	0
Wyoming	18	17	1	0	1	0	0	0	0

[1] In addition, New York accepted cases of aid to the blind beginning with May 1937 but did not report details with regard to cases accepted.
[2] Including another payment of aid to the blind.

TABLE C–43.—*Aid to the blind: Marital status of recipients accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Recipients of aid to the blind accepted during a selected period of the fiscal year 1936–37, according to marital status						
	Total	Single	Married	Widowed	Divorced or legally separated	Separated	Unknown
Total	9,397	2,208	3,755	2,556	409	464	5
Alabama	220	76	67	48	3	22	4
Arizona	76	15	26	28	2	5	0
Arkansas	261	73	121	49	12	5	1
California	964	228	339	287	62	48	0
Colorado	128	22	54	28	11	13	0
District of Columbia	80	18	27	19	2	14	0
Idaho	39	5	23	8	2	1	0
Indiana	972	184	409	276	61	42	0
Maine	172	35	67	57	7	6	0
Maryland	164	51	41	50	7	15	0
Massachusetts	172	60	65	34	5	8	0
Michigan	460	101	232	96	17	14	0
Nebraska	121	30	55	21	5	10	0
New Hampshire	49	9	21	14	3	2	0
New Jersey	104	27	48	21	1	7	0
New Mexico	53	10	22	17	3	1	0
North Dakota	60	32	19	6	0	3	0
Ohio	618	179	284	82	40	33	0
Oklahoma	1,479	342	639	360	79	59	0
Oregon	194	41	84	45	15	9	0
Pennsylvania	1,665	308	570	688	19	80	0
Utah	95	19	37	35	3	1	0
Vermont	16	7	6	3	0	0	0
Washington	289	63	112	82	19	13	0
West Virginia	673	212	267	128	20	46	0
Wisconsin	255	59	114	65	11	6	0
Wyoming	18	2	6	9	0	1	0

[1] In addition, New York accepted cases of aid to the blind beginning with May 1937 but did not report details with regard to cases accepted.

TABLE C–44.—*Aid to the blind: Employment status effective on date of first payments and sex of recipients accepted during a selected period of the fiscal year 1936–37, for recipients aged 16–44, by States*

State [1]	Recipients of aid to the blind aged 16–44 accepted during a selected period of the fiscal year 1936–37								
	Total			Gainfully employed			Not gainfully employed		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Total	[2] 2,071	1,359	712	125	110	15	1,945	1,248	697
Alabama	89	62	27	0	0	0	89	62	27
Arizona	11	8	3	0	0	0	11	8	3
Arkansas	72	44	28	0	0	0	72	44	28
California	190	123	67	16	14	2	174	109	65
Colorado	39	25	14	1	0	1	38	25	13
District of Columbia	26	14	12	0	0	0	26	14	12
Idaho	7	5	2	0	0	0	7	5	2
Indiana	163	92	71	14	12	2	149	80	69
Maine	20	13	7	5	5	0	15	8	7
Maryland	41	30	11	1	1	0	40	29	11
Massachusetts	70	44	26	6	5	1	64	39	25
Michigan	101	76	25	10	8	2	91	68	23
Nebraska	25	15	10	0	0	0	25	15	10
New Hampshire	8	5	3	0	0	0	8	5	3
New Jersey	21	12	9	1	1	0	20	11	9

For footnotes, see end of table.

TABLE C–44.—*Aid to the blind: Employment status effective on date of first payments and sex of recipients accepted during a selected period of the fiscal year 1936–37, for recipients aged 16–44, by States*—Continued

State[1]	Recipients of aid to the blind aged 16–44 accepted during a selected period of the fiscal year 1936–37								
	Total			Gainfully employed			Not gainfully employed		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
New Mexico	9	6	3	0	0	0	9	6	3
North Dakota	27	21	6	2	2	0	25	19	6
Ohio	222	137	85	7	5	2	214	131	83
Oklahoma	376	256	120	11	11	0	365	245	120
Oregon	32	22	10	11	10	1	21	12	9
Pennsylvania	206	119	87	23	19	4	183	100	83
Utah	13	9	4	0	0	0	13	9	4
Vermont	4	4	0	0	0	0	4	4	0
Washington	39	31	8	4	4	0	35	27	8
West Virginia	215	158	57	7	7	0	208	151	57
Wisconsin	41	26	15	6	6	0	35	20	15
Wyoming	4	2	2	0	0	0	4	2	2

[1] New York did not report details with regard to cases of aid to the blind.
[2] Includes 1 male reported by Ohio about whom employment information was not available.

TABLE C–45.—*Aid to the blind: Arrangements for education in effect at time of first payments to recipients accepted during a selected period of the fiscal year 1936–37*

Arrangement for education	Recipients of aid to the blind accepted during a selected period of the fiscal year 1936–37		
	Total	Under 21 years of age	21 years of age and over
Total	[1] 9,397	104	9,293
Living in school for the blind	10	4	6
Attending special school for the blind	52	8	44
Attending other school	11	2	9
Receiving instruction at home:			
Under public auspices	160	6	154
Under private auspices	65	3	62
Not receiving instruction	9,099	81	9,018

[1] This total represents data for 27 States. In addition, New York accepted cases of aid to the blind beginning with May 1937 but did not report details with regard to cases accepted.

TABLE C–46.—*Aid to the blind: Reasons for closing cases and length of time aid was received by recipients whose cases were closed during a selected period of the fiscal year 1936–37*

Length of time aid to the blind was received	Number of recipients of aid to the blind whose cases were closed for specified reason								
	Total	Death	Vision wholly or partially restored	Admitted to public institution	Became self-supporting for reasons other than restoration of sight	Relatives became able to support	Moved out of district	Not eligible for original monthly payment	Other reasons
Total [1]	3,915	1,619	79	174	273	223	219	508	820
Never received payment	111	38	7	6	3	1	2	21	33
1 month	139	53	7	10	6	6	5	25	27
2 months	119	46	2	9	6	6	5	17	28
3 months	124	41	3	8	10	9	7	13	33
4 months	153	65	3	13	7	6	8	13	38
5 months	162	55	6	2	2	12	12	21	52
6 months	151	61	3	5	10	8	13	20	31
7 months	176	85	6	6	8	7	10	25	29
8 months	212	71	3	6	8	17	7	58	42
9 months	208	90	2	4	24	6	10	37	35
10 months	193	89	3	6	17	16	14	16	32
11 months	169	71	4	4	23	13	13	9	32
1 year	245	78	9	9	24	19	16	47	43
2 years	548	254	9	20	44	40	26	71	84
3 years	430	256	4	21	15	13	41	39	41
4 years	146	44	1	7	11	16	10	24	33
5 years	147	53	2	12	16	8	2	15	39
6 years	99	29	1	8	7	5	2	12	35
7 years	82	39	1	3	6	2	3	9	19
8 years	71	30	2	4	4	2	2	7	20
9 years	42	14	0	2	2	2	1	3	18
10 years	26	6	1	1	4	2	1	0	11
Over 10 years	162	51	0	8	16	7	9	6	65

[1] New York did not report details with regard to cases of aid to the blind closed after May 1, 1937.

TABLE C–47.—*Aid to dependent children: Range in monthly amounts of assistance initially approved for families accepted during a selected period of the fiscal year 1936–37, number of families accepted, and median and quartile amounts, by States*

State [1]	Number of families accepted during period	Monthly amount of assistance initially approved for families accepted for aid to dependent children				
		Lowest amount approved	25 percent approved for less than this amount [2]	50 percent approved for less than this amount [3]	75 percent approved for less than this amount [4]	Highest amount approved
Total	65,464	(5)	$16	$21	$37	$140
Alabama	2,101	1	9	16	21	56
Arizona	692	5	19	31	41	65
Arkansas	3,148	3	9	11	13	12
California	2,722	5	21	25	41	140
Colorado	1,841	5	19	31	36	85
Delaware	67	12	19	31	43	66
District of Columbia	229	4	31	46	61	100
Idaho	1,197	5	19	19	31	66
Indiana	8,053	2	19	23	39	110
Louisiana	2,915	1	13	19	25	89
Maine	231	10	29	41	51	90
Maryland	2,482	3	19	29	39	94
Massachusetts	1,140	6	36	53	69	138

For footnotes, see end of table.

TABLE C–47.—*Aid to dependent children: Range in monthly amounts of assistance initially approved for families accepted during a selected period of the fiscal year 1936–37, number of families accepted, and median and quartile amounts, by States*—Continued

State [1]	Number of families accepted during period	Monthly amount of assistance initially approved for families accepted for aid to dependent children				
		Lowest amount approved	25 percent approved for this amount or less [2]	50 percent approved for this amount or less [3]	75 percent approved for this amount or less [4]	Highest amount approved
Michigan	7,267	([5])	18	28	40	60
Montana	879	8	19	26	31	78
Nebraska	2,289	3	16	19	31	90
New Hampshire	28	15	31	43	55	66
New Jersey	1,681	5	17	29	41	103
New Mexico	434	7	23	31	41	77
Ohio	3,265	1	19	31	49	140
Oklahoma	5,700	2	8	10	15	34
Oregon	599	5	21	31	43	114
Pennsylvania	6,847	4	19	31	43	138
Rhode Island	161	13	44	53	66	95
Utah	916	4	19	31	41	75
Vermont	82	8	18	27	27	26
Washington	2,717	3	19	19	31	114
West Virginia	3,627	4	16	21	29	77
Wisconsin	1,932	2	19	30	44	117
Wyoming	222	6	19	31	41	75

[1] This table includes data for 30 States. New York did not report details with regard to cases accepted beginning with May 1937.
[2] First quartile falls in the dollar interval below the amount specified.
[3] Median falls in the dollar interval below the amount specified.
[4] Third quartile falls in the dollar interval below the amount specified.
[5] Less than $1.

TABLE C–48.—*Aid to dependent children: Monthly amounts of assistance initially approved for families accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Families accepted for aid to dependent children during a selected period of the fiscal year 1936–37											
	Number	Percent distribution according to the monthly amount of assistance initially approved										
		Less than $5	$5–$9	$10–$14	$15–$19	$20–$24	$25–$29	$30–$34	$35–$39	$40–$44	$45–$49	$50 and over
Total	65,464	0.9	8.2	14.7	19.2	11.0	6.2	13.0	5.1	7.9	2.3	11.3
Alabama	2,101	1.6	27.4	19.8	20.3	8.5	4.8	8.8	2.1	3.7	.6	1.2
Arizona	692	------	.7	2.7	26.3	5.6	8.4	22.4	8.1	12.6	4.8	8.4
Arkansas	3,148	.8	28.1	71.0	------	------	------	------	------	------	------	------
California	2,722	------	.1	19.5	3.8	26.6	.6	14.5	.7	14.8	.7	18.6
Colorado	1,841	------	.8	6.1	28.9	7.4	6.1	23.4	4.3	12.5	2.2	8.1
Delaware	67	------	------	([3])	([3])	([3])	([3])	([3])	([3])	([3])	-------	([3])
District of Columbia	229	.4	------	3.0	4.4	6.1	10.5	10.9	7.0	7.0	10.5	40.2
Idaho	1,197	------	.4	6.3	44.1	7.6	4.8	23.2	3.6	8.4	.6	.9
Indiana	8,053	.2	3.3	10.3	15.5	23.8	6.6	8.5	13.2	4.3	3.2	10.9
Louisiana	2,915	.8	8.7	24.6	23.1	18.2	7.2	8.6	3.0	2.6	1.2	1.8
Maine	231	------	------	3.5	3.5	7.4	10.8	15.6	7.8	13.0	8.2	30.3
Maryland	2,482	.2	2.2	7.3	28.9	6.1	6.3	21.4	3.3	10.9	2.6	10.8
Massachusetts	1,140	------	.1	1.8	5.4	5.4	3.8	8.2	3.8	10.1	4.6	56.8
Michigan	7,267	1.0	5.9	11.8	13.3	11.6	11.3	11.9	9.1	7.7	5.1	11.4
Montana	879	------	.1	3.0	35.9	8.0	13.8	16.5	4.9	8.5	2.0	7.3

For footnotes, see end of table.

TABLE C–48.—*Aid to dependent children: Monthly amounts of assistance initially approved for families accepted during a selected period of the fiscal year 1936–37, by States*—Continued

State [1]	Families accepted for aid to dependent children during a selected period of the fiscal year 1936–37											
	Number	Percent distribution according to the monthly amount of assistance initially approved										
		Less than $5	$5–$9	$10–$14	$15–$19	$20–$24	$25–$29	$30–$34	$35–$39	$40–44	$45–$49	$50 and over
Nebraska	2,289	.3	7.5	15.4	32.2	6.9	6.5	16.1	3.0	5.8	1.4	4.8
New Hampshire	28	------	------	------	[3]	------	[3]	[3]	------	[3]	[3]	[3]
New Jersey	1,681	------	.8	10.6	24.7	7.5	7.6	15.5	6.8	8.0	3.6	14.9
New Mexico	434	------	3.7	2.8	12.2	11.5	12.4	19.8	11.3	8.8	6.7	10.8
Ohio	3,265	.1	2.4	8.9	16.0	9.3	7.2	11.3	6.0	8.9	5.4	24.5
Oklahoma	5,700	7.9	42.9	24.4	15.7	6.5	2.1	.5	------	------	------	------
Oregon	599	------	1.0	6.4	13.5	9.7	12.5	14.0	12.2	10.9	5.8	14.0
Pennsylvania	6,847	[2]	.3	1.3	24.7	1.5	.9	27.4	1.0	18.9	.7	23.3
Rhode Island	161	------	------	.6	5.6	3.7	3.1	7.4	.6	6.2	9.3	63.4
Utah	916	.1	.6	4.7	31.9	3.4	3.7	25.1	5.0	14.4	3.2	7.9
Vermont	82	------	[3]	------	[3]	------	[3]	------	------	------	------	------
Washington	2,717	.1	1.1	3.6	45.4	3.8	2.5	22.3	.8	11.0	.7	8.7
West Virginia	3,627	[2]	1.4	23.5	10.4	26.6	16.4	6.7	8.2	4.5	.6	1.7
Wisconsin	1,932	[2]	2.3	11.2	18.9	8.2	9.4	11.0	7.2	7.7	5.2	18.7
Wyoming	222	------	1.8	3.6	36.4	5.0	3.2	19.4	3.6	13.5	2.2	11.3

[1] In addition, New York accepted cases of aid to dependent children beginning with May 1937 but did not report details with regard to cases accepted.
[2] Less than 1/10 of 1 percent.
[3] Figures too small for significant percent distribution.

TABLE C–49.—*Aid to dependent children: Median monthly amounts of assistance initially approved for families of specified size accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Median [2] monthly amount of assistance approved for families accepted for aid to dependent children in households of specified size					
	2 persons	3 persons	4 persons	5 persons	6 persons	7 persons [3]
Total	$18	$20	$28	$30	$32	$35
Alabama	12	12	15	15	15	16
Arizona	18	22	30	34	38	42
Arkansas	8	10	12	12	12	12
California	10	20	30	30	40	49
Colorado	18	25	30	30	33	36
Idaho	18	18	20	30	30	30
Indiana	20	20	22	27	32	35
Louisiana	14	16	18	20	19	19
Maryland	18	18	28	30	30	34
Massachusetts	40	52	52	54	60	65
Michigan	20	25	28	30	32	35
Montana	18	18	25	30	30	40
Nebraska	18	18	18	22	24	26
New Jersey	16	20	26	30	35	30
New Mexico	18	24	30	35	34	37
Ohio	18	30	30	32	35	40
Oklahoma	8	9	9	11	11	12
Oregon	20	29	30	30	40	40
Pennsylvania	18	30	30	30	42	42
Utah	18	20	30	32	40	40
Washington	18	18	30	30	41	43
West Virginia	12	18	20	20	25	28
Wisconsin	25	25	27	30	30	30

[1] This table includes 23 States. Delaware, the District of Columbia, Maine, New Hampshire, Rhode Island, Vermont, and Wyoming reported figures too small for significant medians to be computed for groups of households of specified size.
[2] One-half of the households of each specified size receive more than the median, and ½ receive less than the median. The amount given is the lower limit of the dollar interval in which the median falls.
[3] Figures for households above 7 persons are omitted because groups are too small for comparison.

TABLE C–50.—*Aid to dependent children: Number of dependent children in families accepted during a selected period of the fiscal year 1936–37, by States*

State	Number of families accepted for aid to dependent children with specified number of dependent children [1]										
	Total	1	2	3	4	5	6	7	8	9	10 or more
Total	[2] 65,464	20,927	18,275	11,855	7,104	3,999	1,969	880	311	103	41
Alabama	2,101	483	506	382	333	213	109	52	20	3	0
Arizona	692	167	164	160	93	54	35	11	6	1	1
Arkansas	3,148	784	876	648	427	238	117	38	14	5	1
California	2,722	872	819	486	251	170	72	31	14	2	5
Colorado	1,841	533	527	378	198	119	58	16	8	3	1
Delaware	67	11	20	17	11	4	3	0	0	1	0
District of Columbia	229	42	69	56	29	16	11	4	1	0	1
Idaho	1,197	505	337	163	94	62	24	9	3	0	0
Indiana	8,053	3,079	2,296	1,402	691	359	148	49	21	7	1
Louisiana	2,915	781	791	536	363	229	113	67	25	5	5
Maine	231	51	61	51	22	23	12	5	5	0	1
Maryland	2,482	685	731	424	276	173	103	53	26	10	1
Massachusetts	1,140	269	357	259	126	71	39	13	5	1	0
Michigan	7,267	2,691	2,017	1,208	676	360	181	99	21	8	6
Montana	879	319	240	140	90	54	19	11	5	1	0
Nebraska	2,289	865	704	388	194	66	41	23	6	1	1
New Hampshire	28	4	8	5	6	2	2	1	0	0	0
New Jersey	1,681	575	484	286	162	99	41	23	7	2	2
New Mexico	434	89	96	94	77	35	18	18	4	2	1
Ohio	3,265	691	979	666	457	251	137	57	20	5	2
Oklahoma	5,700	2,346	1,459	895	510	293	125	50	17	4	1
Oregon	599	213	181	117	51	28	6	1	1	1	0
Pennsylvania	6,847	1,654	1,979	1,400	885	512	251	106	38	17	5
Rhode Island	161	38	42	33	28	14	3	3	0	0	0
Utah	916	308	263	170	104	41	22	7	1	0	0
Vermont	82	13	25	44	0	0	0	0	0	0	0
Washington	2,717	1,255	764	363	178	77	40	25	9	6	0
West Virginia	3,627	758	903	746	570	339	187	90	21	9	4
Wisconsin	1,932	764	521	305	175	87	45	15	10	8	2
Wyoming	222	82	56	33	27	10	7	3	3	1	0

[1] This is the number of children for whom aid was specifically approved. This number is less than the total number of children in households.

[2] This total includes data for 30 States. New York did not report details with regard to cases accepted.

TABLE C–51.—*Aid to dependent children: Ages of children accepted during a selected period of the fiscal year 1936–37, by States*

State	Children accepted during a selected period of the fiscal year 1936–37														
	Number	Percent distribution according to age on June 30, 1937 [1]													
		Under 1 year	1–2 years	2–3 years	3–4 years	4–5 years	5–6 years	6–7 years	7–8 years	8–9 years	9–10 years	10–12 years	12–14 years	14–16 years	16 years and over
Total	163,347	1.8	3.4	3.9	4.2	4.9	5.3	5.8	6.5	6.6	7.1	15.6	16.9	15.6	2.4
Alabama	6,245	3.2	4.4	5.2	5.5	6.2	6.1	6.6	7.0	6.7	7.0	14.6	14.0	11.9	1.6
Arizona	1,971	1.7	2.5	3.2	4.2	5.4	5.1	5.2	6.9	6.2	6.3	16.6	18.1	16.2	2.4
Arkansas	8,514	3.3	5.3	5.4	5.4	5.8	6.1	6.4	7.8	6.5	6.5	14.8	14.5	10.8	1.4
California	6,671	1.8	3.1	3.7	4.2	4.6	5.3	5.6	6.5	6.4	7.3	15.2	17.0	16.1	3.2
Colorado	4,670	2.2	3.6	4.2	4.7	5.5	5.7	6.2	7.4	6.6	7.1	15.3	16.1	13.4	2.0
Delaware	193	1.0	1.0	1.6	3.7	4.2	5.7	6.3	8.3	7.3	10.4	17.2	15.6	16.1	1.6
District of Columbia	656	3.5	7.9	7.6	7.0	8.7	7.6	7.6	7.5	6.0	5.8	10.2	9.6	9.5	1.5
Idaho	2,585	1.7	3.3	3.5	4.4	4.5	4.6	5.8	6.4	6.9	8.1	13.2	16.7	18.4	2.5
Indiana	17,915	1.2	2.4	3.0	3.1	4.5	4.6	5.6	6.4	6.5	7.7	16.8	19.2	17.4	1.6
Louisiana	8,042	3.0	4.6	4.6	5.0	5.0	6.2	6.1	7.3	6.6	6.6	15.6	14.9	13.0	1.5
Maine	686	1.9	3.5	5.0	3.2	6.6	5.3	5.8	7.0	6.1	7.3	15.1	16.6	14.1	2.5
Maryland	6,684	2.6	4.2	5.0	5.1	5.7	5.6	6.3	6.5	6.4	7.7	14.6	14.8	13.6	1.9
Massachusetts	2,993	1.6	2.9	2.9	3.7	5.2	5.7	5.4	6.2	6.9	7.9	16.2	18.2	15.9	1.3
Michigan	16,934	2.1	3.1	3.7	4.1	4.4	5.1	5.7	6.3	6.3	6.8	15.4	17.3	16.5	3.2
Montana	2,089	1.5	2.4	2.4	3.5	4.2	4.9	4.5	6.2	6.2	7.4	16.3	17.8	21.1	1.6
Nebraska	5,036	2.1	3.3	3.7	3.6	4.8	5.4	6.0	6.3	6.0	7.1	15.3	17.6	16.4	2.4
New Hampshire	88	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)
New Jersey	4,048	1.5	3.0	3.8	3.6	5.2	5.7	6.1	6.0	6.8	7.2	15.9	18.5	15.6	1.1
New Mexico	1,342	2.5	4.7	4.3	5.5	5.6	7.1	5.6	7.7	6.5	6.8	15.8	14.3	11.4	2.2
Ohio	9,178	1.5	2.6	3.2	3.6	4.2	4.9	5.6	6.6	6.7	7.7	16.2	17.1	15.5	4.6
Oklahoma	12,736	.7	4.2	4.5	5.0	5.3	5.7	5.6	6.3	6.3	6.4	14.9	16.0	15.0	4.1
Oregon	1,330	.6	1.4	3.1	2.3	3.7	3.4	4.7	5.8	7.1	7.3	17.2	21.0	22.4	----------
Pennsylvania	18,668	1.0	2.1	3.3	3.4	4.1	4.8	5.6	6.0	6.8	7.5	16.7	18.9	18.2	1.6
Rhode Island	442	2.0	3.0	3.4	5.2	4.5	4.1	7.2	5.9	8.8	6.1	17.4	19.5	12.2	.7
Utah	2,154	2.3	2.9	3.6	4.1	4.5	5.0	5.2	5.7	7.0	7.2	14.4	16.9	18.4	2.8
Vermont	195	4.6	8.7	7.2	7.2	7.2	7.2	10.8	5.6	7.2	10.3	13.3	9.7	1.0	----------
Washington	5,510	1.0	3.4	3.8	4.9	4.3	5.1	5.4	5.9	6.0	6.0	14.6	17.2	17.2	5.2
West Virginia	10,821	2.0	3.7	4.5	4.6	5.3	5.9	6.3	6.5	7.3	7.9	15.6	16.5	13.4	.5
Wisconsin	4,404	2.5	4.4	4.2	4.3	5.2	4.9	5.5	5.7	6.8	6.6	15.5	15.3	15.0	4.1
Wyoming	547	3.5	4.8	5.5	3.8	6.4	7.7	6.8	5.3	4.9	5.3	14.4	15.0	14.8	1.8

[1] Age of children was computed as of June 30, 1937, to facilitate tabulation in the States; a few children are shown to be 16 and over in States in which the law does not permit the payment of aid to this group; such cases were probably closed before the end of the fiscal year.

[2] The age distribution of New Hampshire's 88 dependent children does not differ markedly from that of the total number of children.

TABLE C–52.—*Aid to dependent children: Race and nativity of children in families accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Number of children accepted for aid to dependent children during a selected period of the fiscal year 1936–37													
	Total					Native born					Foreign born			
	Total	White	Negro	Other	Unknown	Total	White	Negro	Other	Unknown	Total	White	Negro	Other
Total	[2] 163,347	142,409	19,312	1,585	29	162,700	141,804	19,298	1,574	24	592	576	5	11
Alabama	6,245	4,201	2,024	0	8	6,205	4,179	2,019	0	7	0	0	0	0
Arizona	1,971	1,886	65	20	0	1,932	1,847	65	20	0	39	39	0	0
Arkansas	8,514	7,199	1,315	0	0	8,512	7,197	1,315	0	0	2	2	0	0
California	6,671	6,210	208	253	0	6,589	6,132	208	249	0	82	78	0	4
Colorado	4,670	4,555	105	10	0	4,662	4,547	105	10	0	8	8	0	0
Delaware	193	162	31	0	0	191	160	31	0	0	2	2	0	0
District of Columbia	656	206	450	0	0	656	206	450	0	0	0	0	0	0
Idaho	2,585	2,532	4	49	0	2,573	2,522	4	47	0	12	10	0	2
Indiana	17,915	15,352	2,555	8	0	17,885	15,322	2,555	8	0	30	30	0	0
Louisiana	8,042	5,869	2,155	7	11	8,041	5,868	2,155	7	11	1	1	0	0
Maine	686	682	4	0	0	679	675	4	0	0	7	7	0	0
Maryland	6,684	4,202	2,478	0	4	6,675	4,197	2,478	0	0	5	5	0	0
Massachusetts	2,993	2,893	98	2	0	2,974	2,874	98	2	0	19	19	0	0
Michigan	16,934	14,776	2,049	109	0	16,833	14,677	2,047	109	0	96	96	0	0
Montana	2,089	2,031	13	45	0	2,078	2,020	13	45	0	11	11	0	0
Nebraska	5,036	4,527	456	49	4	5,012	4,511	450	47	4	22	15	5	2
New Hampshire	88	88	0	0	0	88	88	0	0	0	0	0	0	0
New Jersey	4,048	3,264	778	6	0	4,017	3,233	778	6	0	29	29	0	0
New Mexico	1,342	1,311	31	0	0	1,336	1,305	31	0	0	6	6	0	0
Ohio	9,178	8,254	920	2	2	9,159	8,236	919	2	2	17	17	0	0
Oklahoma	12,736	10,139	1,881	716	0	12,734	10,137	1,881	716	0	2	2	0	0
Oregon	1,330	1,326	0	4	0	1,319	1,315	0	4	0	11	11	0	0
Pennsylvania	18,668	17,676	977	15	0	18,599	17,607	977	15	0	69	69	0	0
Rhode Island	442	416	26	0	0	438	412	26	0	0	4	4	0	0
Utah	2,154	2,141	0	13	0	2,151	2,138	0	13	0	3	3	0	0
Vermont	195	195	0	0	0	194	194	0	0	0	1	1	0	0
Washington	5,510	5,252	65	193	0	5,417	5,162	65	190	0	93	90	0	3
West Virginia	10,821	10,256	565	0	0	10,816	10,251	565	0	0	5	5	0	0
Wisconsin	4,404	4,268	53	83	0	4,392	4,256	53	83	0	12	12	0	0
Wyoming	547	540	6	1	0	543	536	6	1	0	4	4	0	0

[1] In addition, New York accepted cases of aid to dependent children beginning with May 1937 but did not report details with regard to cases accepted.

[2] This total includes 55 children whose place of birth was not reported; 29 of these were white, 9 Negro, and 17 of unknown race; 40 were reported by Alabama, 4 by Maryland, 5 by Michigan, 2 by Nebraska, 2 by New Jersey, and 2 by Ohio.

TABLE C–54.—*Aid to dependent children: Relationship of persons to whom monthly payments were approved during a selected period of the fiscal year 1936–37, by States*

State [1]	Number of children for whom aid to dependent children was approved to be paid to relative specified											
	Total	Father	Mother	Grandfather	Grandmother	Brother [2]	Sister [3]	Stepfather	Stepmother	Uncle	Aunt	Other, unknown and not related
Total	163,347	17,544	135,811	1,205	4,229	377	1,000	313	229	576	1,791	272
Alabama	6,245	1,679	4,108	60	170	11	36	65	13	25	65	13
Arizona	1,971	157	1,721	5	37	4	4	1	0	0	20	22
Arkansas	8,514	1,849	6,243	77	209	18	26	9	8	30	45	0
California	6,671	463	5,715	31	206	33	53	0	10	33	127	0
Colorado	4,670	237	4,129	34	131	18	41	0	6	14	53	7
Delaware	193	0	183	0	2	0	1	0	0	0	6	1
Dist. of Columbia	656	65	552	1	12	0	0	0	2	2	13	9
Idaho	2,585	613	1,869	14	36	1	11	17	2	2	19	1
Indiana	17,915	471	15,826	220	749	44	171	5	19	67	309	34
Louisiana	8,042	2,457	5,023	100	195	20	51	72	18	33	73	0
Maine	686	0	686	0	0	0	0	0	0	0	0	0
Maryland	6,684	1,480	4,783	56	185	7	38	13	14	26	67	15
Massachusetts	2,993	59	2,546	9	153	17	48	0	1	38	110	12
Michigan	16,934	2,265	13,806	103	423	32	69	42	28	40	85	41
Montana	2,089	123	1,861	2	58	5	7	5	4	8	2	14
Nebraska	5,036	335	4,288	36	178	26	43	8	6	29	87	0
New Hampshire	88	0	88	0	0	0	0	0	0	0	0	0
New Jersey	4,048	0	3,631	0	103	0	110	0	8	0	165	31
New Mexico	1,342	216	1,065	8	28	0	0	10	3	1	11	0
Ohio	9,178	138	8,429	26	298	30	66	4	29	18	114	26
Oklahoma	12,736	1,518	9,874	273	486	59	116	20	17	130	212	31
Oregon	1,330	0	1,323	1	3	0	0	0	1	0	2	0
Pennsylvania	18,668	0	18,668	0	0	0	0	0	0	0	0	0
Rhode Island	442	0	412	1	19	0	0	0	1	2	5	2
Utah	2,154	440	1,579	21	46	23	12	5	1	2	25	0
Vermont	195	1	180	0	12	0	0	0	0	0	2	0
Washington	5,510	1,352	3,858	41	142	12	13	27	5	25	35	0
West Virginia	10,821	1,537	8,854	74	192	10	29	9	19	41	56	0
Wisconsin	4,404	60	4,030	7	138	5	52	0	14	8	79	11
Wyoming	547	29	481	5	18	2	3	1	0	2	4	

[1] In addition, New York accepted cases of aid to dependent children beginning with May 1937 but did not report details with regard to cases accepted.
[2] Includes 5 stepbrothers.
[3] Includes 53 stepsisters.

TABLE C–55.—*Aid to dependent children: Other types of public aid received in households, for families accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Number of families receiving aid to dependent children in household receiving other specified types of public aid								
	Total	No other type of public aid	One additional type of public aid				Two or more additional types of public aid	Unknown	
			Total	Aid to the blind	Old-age assistance	General relief	Other public aid		
Total	65,464	49,494	13,190	172	1,596	8,657	2,765	1,458	1,322
Alabama	2,101	2,088	12	0	0	3	9	1	0
Arizona	692	552	139	8	0	43	88	1	0
Arkansas	3,148	3,147	1	0	1	0	0	0	0
California	2,722	1,560	1,144	27	68	931	118	18	0
Colorado	1,841	1,425	415	7	72	201	135	1	0
Delaware	67	64	3	0	2	0	1	0	0
Dist. of Columbia	229	223	6	0	3	0	3	0	0
Idaho	1,197	1,007	188	3	52	80	53	2	0
Indiana	8,053	6,449	1,532	49	317	710	456	72	0
Louisiana	[2] 2,915	2,038	120	0	56	17	47	6	751
Maine	231	224	7	1	2	2	2	0	0
Maryland	2,482	1,816	660	10	67	531	52	6	0

For footnotes, see end of table.

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235	58	21
0	0	1
2	0	
5	0	2
0	0	
0	0	
0	0	
2	0	
35	0	
2	0	1
0	0	
0	5	
3	0	
38	0	3
5	6	
8	0	
0	0	
0	0	
2	0	
2	0	
7	38	
0	0	
0	0	
0	0	
0	0	
0	0	
120	4	9
2	5	
0	0	
2	0	

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TABLE C–54.—*Aid to dependent children: Relationship of persons to whom monthly payments were approved during a selected period of the fiscal year 1936–37, by States*

State [1]	Number of children for whom aid to dependent children was approved to be paid to relative specified											
	Total	Father	Mother	Grandfather	Grandmother	Brother [2]	Sister [3]	Stepfather	Stepmother	Uncle	Aunt	Other, unknown and not related
Total	163,347	17,544	135,811	1,205	4,229	377	1,000	313	229	576	1,791	272
Alabama	6,245	1,679	4,108	60	170	11	36	65	13	25	65	13
Arizona	1,971	157	1,721	5	37	4	4	1	0	0	20	22
Arkansas	8,514	1,849	6,243	77	209	18	26	9	8	30	45	0
California	6,671	463	5,715	31	206	33	53	0	10	33	127	0
Colorado	4,670	237	4,129	34	131	18	41	0	6	14	53	7
Delaware	193	0	183	0	2	0	1	0	0	0	6	1
Dist. of Columbia	656	65	552	1	12	0	0	0	2	2	13	9
Idaho	2,585	613	1,889	14	36	1	11	17	2	2	19	1
Indiana	17,915	471	15,826	220	749	44	171	5	19	67	309	34
Louisiana	8,042	2,457	5,023	100	195	20	51	72	18	33	73	0
Maine	686	0	686	0	0	0	0	0	0	0	0	0
Maryland	6,684	1,480	4,783	56	185	7	38	13	14	26	67	15
Massachusetts	2,993	59	2,546	9	153	17	48	0	1	38	110	12
Michigan	16,934	2,265	13,806	103	423	32	69	42	28	40	85	41
Montana	2,089	123	1,861	2	58	5	7	5	4	8	2	14
Nebraska	5,036	335	4,288	36	178	26	43	8	6	29	87	0
New Hampshire	88	0	88	0	0	0	0	0	0	0	0	0
New Jersey	4,048	0	3,631	0	103	0	110	0	8	0	165	31
New Mexico	1,342	216	1,065	8	28	0	0	10	3	1	11	0
Ohio	9,178	138	8,429	26	298	30	66	4	29	18	114	26
Oklahoma	12,736	1,518	9,874	273	486	59	116	20	17	130	212	31
Oregon	1,330	0	1,323	1	3	0	0	0	1	0	2	0
Pennsylvania	18,668	0	18,668	0	0	0	0	0	0	0	0	0
Rhode Island	442	0	412	1	19	0	0	0	1	2	5	2
Utah	2,154	440	1,579	21	46	23	12	5	1	2	25	0
Vermont	195	1	180	0	12	0	0	0	0	0	2	0
Washington	5,510	1,352	3,858	41	142	12	13	27	5	25	35	0
West Virginia	10,821	1,537	8,854	74	192	10	29	9	19	41	56	0
Wisconsin	4,404	60	4,030	7	138	5	52	0	14	8	79	11
Wyoming	547	29	481	5	18	2	3	1	0	2	4	

[1] In addition, New York accepted cases of aid to dependent children beginning with May 1937 but did not report details with regard to cases accepted.
[2] Includes 5 stepbrothers.
[3] Includes 53 stepsisters.

TABLE C–55.—*Aid to dependent children: Other types of public aid received in households, for families accepted during a selected period of the fiscal year 1936–37, by States*

State [1]	Number of families receiving aid to dependent children in household receiving other specified types of public aid								
	Total	No other type of public aid	One additional type of public aid				Two or more additional types of public aid	Unknown	
			Total	Aid to the blind	Old-age assistance	General relief	Other public aid		
Total	65,464	49,494	13,190	172	1,596	8,657	2,765	1,458	1,322
Alabama	2,101	2,088	12	0	0	3	9	1	0
Arizona	692	552	139	8	0	43	88	1	0
Arkansas	3,148	3,147	1	0	1	0	0	0	0
California	2,722	1,560	1,144	27	68	931	118	18	0
Colorado	1,841	1,425	415	7	72	201	135	1	0
Delaware	67	64	3	0	2	0	1	0	0
Dist. of Columbia	229	223	6	0	3	0	3	0	0
Idaho	1,197	1,007	188	3	52	80	53	2	0
Indiana	8,053	6,449	1,532	49	317	710	456	72	0
Louisiana	[2] 2,915	2,038	120	0	56	17	47	6	751
Maine	231	224	7	1	2	2	2	0	0
Maryland	2,482	1,816	660	10	67	531	52	6	0

For footnotes, see end of table.

TABLE C–53.—*Aid to dependent children: Parental status and person with whom child was living at date of first payment for children accepted during a selected period of the fiscal year 1936–37, by States*

State	Number of children accepted for aid to dependent children during a selected period of the fiscal year 1936–37																										
	Total	Child living with parents				Child living with mother								Child living with father								Child living elsewhere					
		Total	With both parents	With mother and step-father	With father and step-mother	Total	Father dead	Father deserting	Father divorced	Father legally separated	Father separated without court decree	Father in institution	Father elsewhere	Mother unmarried	Total	Mother dead	Mother deserting	Mother divorced	Mother legally separated	Mother separated without court decree	Mother in institution	Mother elsewhere	Total	With relatives within second degree	With other relatives	With persons not relatives	Relationship unknown
Total	[1] 168,677	27,813	26,845	687	81	117,310	71,502	10,402	10,693	498	8,345	9,907	2,424	3,479	4,010	2,701	183	236	58	211	288	334	9,644	6,562	2,833	142	7
Alabama	6,245	2,058	2,028	18	12	3,590	1,660	670	104	16	429	607	130	174	139	62	9	0	0	15	5	18	458	277	174	0	7
Arizona	1,071	448	445	3	0	1,414	843	169	132	2	115	103	11	39	18	13	3	2	0	0	0	0	91	50	20	21	0
Arkansas	8,614	2,263	2,224	31	8	5,708	2,810	818	428	13	881	638	0	118	140	78	15	6	0	21	21	0	405	405	0	0	0
California	3,671	749	749	0	0	5,066	3,911	0	0	0	0	1,031	69	55	362	299	0	0	0	0	52	11	494	322	172	0	0
Delaware	193	3	1	2	0	180	144	12	17	0	0	2	0	4	0	0	0	0	0	0	0	0	10	8	1	1	0
District of Columbia	656	132	132	0	0	477	95	132	5	1	65	138	0	41	11	6	3	0	0	0	2	0	36	17	10	0	0
Idaho	2,685	881	824	24	3	1,620	638	176	467	13	181	115	3	37	30	27	0	2	0	0	0	1	84	31	23	0	0
Indiana	17,916	1,785	1,521	255	9	14,211	7,439	1,285	2,469	25	1,579	760	223	343	308	267	1	35	0	3	1	1	1,811	1,183	628	0	0
Louisiana	8,042	2,854	2,806	46	2	4,435	2,431	602	137	15	564	356	225	155	101	142	3	2	0	16	3	25	652	363	199	0	0
Maine	686	134	133	0	1	552	361	44	60	0	12	66	9	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Maryland	6,684	2,166	2,106	52	8	3,993	1,393	690	78	44	309	601	164	741	217	112	33	0	6	9	51	7	398	275	121	2	0
Massachusetts	2,993	271	245	26	0	2,283	1,469	208	199	61	62	252	12	20	51	40	3	3	0	0	3	2	388	227	149	12	0
Michigan	16,934	3,615	3,222	258	5	12,036	5,236	1,981	1,701	41	1,480	1,122	79	396	562	391	46	28	0	34	50	3	821	677	203	41	0
Montana	2,089	227	222	5	0	1,727	1,278	74	165	73	12	109	7	9	33	21	1	5	3	0	0	0	102	80	22	0	0
Nebraska	5,036	1,320	1,259	61	0	3,273	1,293	707	884	15	350	8	128	87	30	9	0	3	0	1	0	12	413	276	137	0	0
New Hampshire	88	0	0	0	0	88	71	10	3	0	0	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New Jersey	4,048	525	523	1	1	3,108	2,044	380	21	0	7	540	73	34	0	0	0	0	0	0	0	0	415	203	181	31	0
New Mexico	1,342	441	441	0	0	816	472	106	76	0	61	51	13	31	30	27	0	2	0	0	0	1	61	36	25	0	0
Ohio	9,178	1,264	1,215	49	0	7,242	5,368	624	253	3	120	836	49	89	61	58	0	2	0	0	0	1	611	419	166	26	0
Oklahoma	12,736	1,207	1,205	2	0	9,081	4,159	770	1,455	2	886	806	146	559	1,014	788	16	7	38	3	43	119	1,344	925	419	0	0
Oregon	1,230	0	0	0	0	1,223	1,220	0	4	0	8	79	3	0	0	0	0	0	0	0	0	0	7	4	3	0	0
Pennsylvania	18,668	0	0	0	0	18,668	18,498	0	0	0	0	170	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Rhode Island	442	45	45	0	0	367	234	44	26	1	12	41	4	6	0	0	0	0	0	0	0	0	30	20	10	0	0
Utah	2,154	632	628	4	0	1,464	807	69	369	4	74	77	4	30	68	62	0	0	0	0	6	0	110	82	28	0	0
Vermont	195	14	14	0	0	164	114	21	5	0	7	17	0	0	3	3	0	0	0	0	0	0	14	12	2	0	0
Washington	5,510	1,616	1,567	39	10	3,086	44	11	913	42	760	270	968	48	508	100	25	120	4	99	41	119	300	208	92	0	0
West Virginia	10,821	2,537	2,509	9	19	7,680	5,298	888	135	93	294	636	62	275	174	112	25	2	5	8	9	13	630	393	127	0	0
Wisconsin	4,404	700	695	2	3	3,344	1,879	599	549	33	36	444	12	182	49	45	0	0	0	2	1	1	311	200	103	8	0
Wyoming	547	86	80	0	0	412	161	63	99	0	41	22	0	6	11	9	0	2	0	0	0	0	38	29	9	0	0

[1] This total includes data for 29 States. Colorado figures are being revised and are not ready for tabulation. New York accepted cases of aid to dependent children but did not report details with regard to cases accepted.



TABLE C–55.—*Aid to dependent children: Other types of public aid received in households, for families accepted during a selected period of the fiscal year 1936–37, by States*—Continued

State [1]	Number of families receiving aid to dependent children in household receiving other specified types of public aid								
	Total	No other type of public aid	One additional type of public aid					Two or more additional types of public aid	Unknown
			Total	Aid to the blind	Old-age assistance	General relief	Other public aid		
Massachusetts	1,140	455	134	2	40	67	25	3	548
Michigan	7,267	3,905	2,840	1	42	2,479	318	522	0
Montana	879	735	141	0	35	52	54	3	0
Nebraska	2,289	1,799	472	12	139	123	198	18	0
New Hampshire	28	15	12	0	0	11	1	1	0
New Jersey	1,681	843	806	4	22	688	92	32	0
New Mexico	434	419	13	1	9	3	0	2	0
Ohio	3,265	2,796	456	13	79	122	242	13	0
Oklahoma	5,700	4,879	788	5	222	229	332	33	0
Oregon	599	573	25	1	9	6	9	0	1
Pennsylvania	6,847	5,406	788	5	32	563	188	653	0
Rhode Island	161	136	25	0	9	3	13	0	0
Utah	916	618	293	4	55	194	40	5	0
Vermont	82	30	28	0	1	24	3	2	22
Washington	2,717	1,352	1,317	7	125	1,074	111	48	0
West Virginia	3,627	3,090	532	6	68	372	86	5	0
Wisconsin	1,932	1,664	257	6	65	112	74	11	0
Wyoming	222	186	36	0	4	17	15	0	0

[1] In addition, New York accepted cases of aid to dependent children beginning with May 1937 but did not report details with regard to cases accepted.
[2] This figure includes 24 cases reported by the State as receiving another grant of aid to dependent children.

TABLE C–56.—*Aid to dependent children: Reasons for closing cases and length of time aid had been received by families whose cases were closed during a selected period of the fiscal year 1936–37*

Length of time aid to dependent children received	Number of families whose cases of aid to dependent children were closed for reason specified								
	Total	Youngest child reached maximum age	Death of only dependent child	Only dependent child admitted to institution	Transferred to other source of assistance	Relatives became able to support family	Moved out of district	Not eligible for original monthly payment	Other reasons [1]
Total	[2] 31,088	2,731	135	388	5,480	10,093	2,573	2,765	6,923
Never received payment	885	21	2	120	320	95	93	111	123
1 month	1,926	19	7	15	430	598	136	233	488
2 months	2,172	54	9	21	450	794	145	184	515
3 months	2,243	82	11	22	466	746	163	155	598
4 months	2,103	136	11	22	414	693	162	143	522
5 months	2,103	136	23	27	432	614	212	160	499
6 months	2,059	157	12	16	423	591	192	205	463
7 months	2,049	130	5	18	413	578	215	191	499
8 months	1,902	126	9	14	394	497	219	224	419
9 months	1,749	108	2	11	312	509	201	233	373
10 months	1,465	117	7	14	315	427	121	217	247
11 months	1,175	93	6	4	221	393	114	134	210
1 year	1,358	122	11	9	211	473	171	142	219
2 years	3,212	329	6	24	417	1,206	263	292	675
3 years	922	156	3	6	46	404	43	47	217
4 years	688	126	2	8	53	295	22	26	156
5 years	692	146	3	5	35	280	29	25	169
6 years	640	153	0	9	49	231	36	12	150
7 years	446	120	2	5	21	183	14	7	94
8 years	298	60	2	9	14	124	8	5	76
9 years	246	54	0	4	13	101	5	4	65
10 years	213	66	1	1	12	77	4	4	48
Over 10 years	542	220	1	4	19	184	5	11	98

[1] Includes 46 unknown.
[2] This table includes 117 cases which were closed more than once during the selected period.

TABLE C–57.—*Public assistance: Country of birth of foreign-born recipients accepted during a selected period of the fiscal year 1936–37*

Country of birth [1]	Foreign-born recipients of public assistance accepted during a selected period of the fiscal year 1936–37		
	Old-age assistance	Aid to the blind	Children in families receiving aid to dependent children
All foreign countries	75,968	1,203	592
Northwestern Europe	31,047	358	67
England	6,134	90	7
Scotland	1,632	33	15
Wales	607	12	2
Ireland	6,353	67	6
Norway	4,486	42	18
Sweden	6,864	50	1
Denmark	2,039	25	1
Iceland	36	0	0
Netherlands	944	9	6
Belgium	333	5	1
Luxemburg	63	0	0
Switzerland	860	14	4
France	696	11	6
Central Europe	25,323	321	61
Germany	16,025	140	18
Poland	3,398	70	17
Czechoslovakia	1,668	24	12
Austria	2,929	52	4
Hungary	1,058	20	4
Yugoslavia	245	15	6
Eastern Europe	6,786	123	23
Russia	5,052	99	6
Latvia	60	0	5
Estonia	13	0	0
Lithuania	443	10	1
Finland	704	10	5
Rumania	458	3	5
Bulgaria	5	0	0
Turkey in Europe	51	1	1
Southern Europe	4,813	139	57
Greece	139	14	20
Albania	0	0	0
Italy	4,580	119	34
Spain	31	2	1
Portugal	63	4	2
Other Europe	33	1	1
Danzig	1	0	1
Europe (not specified)	32	1	0
Asia	647	24	10
Armenia	37	4	2
Palestine	6	3	0
Syria	97	9	4
Turkey in Asia	35	0	0
China	319	5	3
Japan	72	1	0
India	17	2	0
Other Asia	64	0	1

For footnotes, see end of table.

TABLE C–57.—*Public assistance: Country of birth of foreign-born recipients accepted during a selected period of the fiscal year 1936–37*—Continued

Country of birth [1]	Foreign-born recipients of public assistance accepted during a selected period of the fiscal year 1936–37		
	Old-age assistance	Aid to the blind	Children in families receiving aid to dependent children
America	7,044	221	372
Canada—French	2,380	20	57
Canada—other	4,049	117	180
Newfoundland	59	2	0
Cuba	50	0	1
Other West Indies	213	0	10
Mexico	250	81	119
Central America	9	0	0
South America	34	1	5
All other	275	16	1
Africa	19	1	0
Australia	68	1	0
Azores	103	5	1
Other Atlantic Islands	7	0	0
Pacific Islands	11	0	0
Country not specified	51	9	0
Born at sea	16	0	0

[1] Since data on country of birth in the United States census of 1930 are not classified by age it is impossible to compare these figures on public assistance with data for the foreign-born population as a whole.

Appendix D

UNEMPLOYMENT COMPENSATION

TABLE D–1.—*State unemployment compensation laws with dates passed by the States, dates approved by the Social Security Board, and dates first administrative grants certified, as of June 30, 1937*

State	Date law passed (total 51 laws)	Date law approved under title IX (total 49 laws)	Date first grant certified under title III (total 47 grants)
Alabama	Sept. 14, 1935	Dec. 31, 1935	Mar. 21, 1936
Alaska	Apr. 2, 1937	May 4, 1937	June 15, 1937
Arizona	Dec. 2, 1936	Dec. 22, 1936	Mar. 2, 1937
Arkansas	Feb. 26, 1937	Mar. 9, 1937	Mar. 12, 1937
California	June 25, 1935	Dec. 27, 1935	Mar. 12, 1936
Colorado	Nov. 20, 1936	Nov. 27, 1936	Dec. 29, 1936
Connecticut	Nov. 30, 1936	Dec. 8, 1936	Dec. 31, 1936
Delaware	Apr. 30, 1937	June 5, 1937	June 29, 1937
District of Columbia	Aug. 28, 1935	Nov. 15, 1935	Mar. 12, 1936
Florida	June 9, 1937	June 24, 1937	----------
Georgia	Mar. 29, 1937	Apr. 2, 1937	Apr. 26, 1937
Hawaii	May 18, 1937	June 10, 1937	----------
Idaho	Aug. 6, 1936	Sept. 1, 1936	Sept. 23, 1936
Illinois	June 30, 1937	----------	----------
Indiana	Mar. 18, 1936	Apr. 18, 1936	June 5, 1936
Iowa	Dec. 24, 1936	Dec. 29, 1936	Feb. 18, 1937
Kansas	Mar. 26, 1937	Apr. 6, 1937	Apr. 26, 1937
Kentucky	Dec. 29, 1936	Dec. 31, 1936	Jan. 5, 1937
Louisiana	June 29, 1936	Nov. 20, 1936	Nov. 27, 1936
Maine	Dec. 18, 1936	Dec. 24, 1936	Dec. 31, 1936
Maryland	Dec. 17, 1936	Dec. 22, 1936	Jan. 26, 1937
Massachusetts	Aug. 12, 1935	Feb. 4, 1936	Mar. 21, 1936
Michigan	Dec. 24, 1936	Dec. 29, 1936	Jan. 22, 1937
Minnesota	----do----	----do----	Jan. 5, 1937
Mississippi	Mar. 23, 1936	May 20, 1936	June 16, 1936
Missouri	June 17, 1937	----------	----------
Montana	Mar. 16, 1937	Mar. 30, 1937	May 18, 1937
Nebraska	Apr. 30, 1937	May 18, 1937	May 26, 1937
Nevada	Mar. 23, 1937	Apr. 9, 1937	May 4, 1937
New Hampshire	May 29, 1935	Dec. 13, 1935	Mar. 5, 1936
New Jersey	Dec. 22, 1936	Dec. 24, 1936	Jan. 19, 1937
New Mexico	Dec. 16, 1936	Dec. 19, 1936	Dec. 24, 1936
New York	Apr. 25, 1935	Jan. 24, 1936	Mar. 10, 1936
North Carolina	Dec. 16, 1936	Dec. 19, 1936	Dec. 31, 1936
North Dakota	Mar. 16, 1937	Apr. 16, 1937	Apr. 27, 1937
Ohio	Dec. 17, 1936	Dec. 22, 1936	Jan. 19, 1937
Oklahoma	Dec. 12, 1936	Dec. 19, 1936	Dec. 31, 1936
Oregon	Nov. 15, 1935	Dec. 23, 1935	Apr. 8, 1936
Pennsylvania	Dec. 5, 1936	Dec. 8, 1936	Dec. 24, 1936
Rhode Island	May 5, 1936	June 8, 1936	June 16, 1936
South Carolina	June 6, 1936	July 22, 1936	Aug. 18, 1936
South Dakota	Dec. 24, 1936	Dec. 29, 1936	Jan. 8, 1937
Tennessee	Dec. 18, 1936	Dec. 22, 1936	Jan. 29, 1937
Texas	Oct. 27, 1936	Nov. 5, 1936	Nov. 27, 1936
Utah [1]	Aug. 29, 1936	Sept. 15, 1936	Sept. 23, 1936
Vermont	Dec. 22, 1936	Dec. 29, 1936	Dec. 31, 1936
Virginia	Dec. 18, 1936	Dec. 19, 1936	Jan. 26, 1937
Washington [2]	Mar. 16, 1937	Apr. 13, 1937	May 12, 1937
West Virginia	Dec. 17, 1936	Dec. 22, 1936	Feb. 18, 1937
Wisconsin	Jan. 29, 1932	Nov. 27, 1935	Mar. 12, 1936
Wyoming	Feb. 25, 1937	Mar. 24, 1937	Apr. 26, 1937

[1] An unemployment compensation law which had been passed by the State of Utah on Mar. 25, 1935, was repealed and replaced by the present legislation on Aug. 29, 1936.

[2] An unemployment compensation law was passed by the State of Washington on Mar. 21, 1935. On Sept. 15, 1936, the State Supreme Court held that that law had never become effective because the court found that a provision contained therein conditioning the effectiveness of the law on the enactment of the Wagner-Doughton bill had not been fulfilled.

TABLE D–2.—*A guide to State unemployment compensation laws, revised to Aug. 31, 1937*

State	Type of fund	Size of firm	Contributions (percentage of wages)	Benefits			
				Month first payable	Percentage of wages	Amount per week	Maximum duration
Alabama	Pooled fund with merit rating.	Employer of 8 or more within each of 20 weeks.	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1940; merit rating thereafter to maximum contribution rate of 4 percent and minimum of 1.5 percent. Employee: 1 percent beginning May 1, 1936.	January 1938	50 percent	Maximum $15; no minimum.	20 times weekly benefit amount (based upon prior earnings).
Alaska	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more on any day within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter with no provision for maximum contribution rate, and minimum of 1 percent.	January 1939	do	Maximum $15; minimum $5 or ¾ of wages, whichever is less.	16 times weekly benefit amount (based upon prior earnings).
Arizona	do	Employer of 3 or more on any day within each of 20 weeks.	Employer: 0.9 percent. 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1940; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 1 percent.	January 1938	do	do	14 times weekly benefit amount (based upon prior earnings).
Arkansas	do	Employer of 1 or more on any day within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 4 percent and minimum of 1 percent.	January 1939	do	do	16 times weekly benefit amount (based upon prior earnings).
California	Pooled fund with separate employer accounts for merit-rating purposes only. Exempted guaranteed employment benefit plans permitted.	Employer of 4 or more on any day within each of 20 weeks (1936 and 1937, 8 or more within each of 20 weeks).	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1940; merit rating thereafter to maximum contribution rate of 2.7 percent and minimum of 1 percent. Employee: 0.45 percent, 1936; 0.9 percent, 1937; 1 percent, 1938 and thereafter, not to exceed 50 percent of general employer rate.	January 1938	do	Maximum $15; minimum $7.	Not to exceed maximums detailed in schedule in law (based upon prior earnings).

TABLE D–2.—*A guide to State unemployment compensation laws, revised to Aug. 31, 1937*—Continued

State	Type of fund	Size of firm	Contributions (percentage of wages)	Benefits			
				Month first payable	Percentage of wages	Amount per week	Maximum duration
Colorado	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more on any day within each of 20 weeks.	Employer: To equal 0.9 percent for 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 0.9 percent.	January 1939	50 percent	Maximum $15; minimum $5 or ¾ of wages, whichever is less.	16 times weekly benefit amount (based upon prior earnings).
Connecticut	Pooled fund with separate employer accounts credited with 5/6 of employer's contributions for merit-rating purposes only.	Employer of 5 or more at the same time during each of 20 weeks.	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through Mar. 31, 1941; merit rating thereafter to maximum contribution rate of 2.7 percent and minimum of no contribution.	January 1938	4 percent of wages in a previous quarter.	Maximum $15; minimum $7.50 or 6 percent of wages in a previous quarter, whichever is less.	13 times weekly benefit amount (based upon prior earnings).
Delaware	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 1 or more within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 4 percent and minimum of no contribution.	January 1939	50 percent	Maximum $15; minimum $5.	13 times weekly benefit amount (based upon prior earnings).
District of Columbia	Pooled fund with merit rating.	Employer of 1 or more	Employer: 1 percent, 1936; 2 percent, 1937; 3 percent, 1938 through 1940; merit rating thereafter to maximum contribution rate of 4 percent and minimum of 1.5 percent. NOTE.—Appropriations by District of Columbia authorized.	January 1938	40 percent plus allowance for dependents to maximum of 65 percent.	Maximum $15; no minimum.	26.6 times weekly benefit amount (based upon prior employment).
Florida	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more on any day within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1942; merit rating thereafter to maximum contribution rate of 2.7 percent and minimum of 1 percent.	January 1939	50 percent	Maximum $15; minimum $5 or ¾ of wages, whichever is less.	16 times weekly benefit amount (based upon prior earnings).

Georgia	Pooled fund with provision for study of merit rating.	do	Employer: To equal 1.8 percent for 1937; 2.7 percent, 1938 and thereafter.	July 1939	do	do	Do.
Hawaii	Pooled fund with provision for study of merit rating.	Employer of 1 or more on any day within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 and thereafter; board to recommend to legislature reduced rates to begin in 1942.	January 1939	do	Maximum $15; minimum $5.	15 times weekly benefit amount (based upon prior employment).
Idaho	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 1 or more on any day within each of 20 weeks (1936, 8 or more on any day within each of 20 weeks).	Employer: To equal 0.9 percent for 1936; 1.8 percent, 1937; 2.7 percent, 1938 through Aug. 31, 1941; merit rating thereafter to maximum contribution rate of 2.7 percent and minimum of no contribution. Employee: 0.9 percent, Jan. 1, 1937 through Mar. 17, 1937; none thereafter.	September 1938	do	Maximum $15; minimum $5 or ¾ of wages, whichever is less.	20 times weekly benefit amount (based upon prior earnings).
Illinois	do	Employer of 8 or more on any day within each of 20 weeks.	Employer: To equal 1.8 percent for 1937; 2.7 percent, 1938 through Dec. 31, 1942; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of no contribution.	July 1939	do	do	16 times weekly benefit amount (based upon prior earnings).
Indiana	5/6 employer reserve, 1/6 pooled account. Guaranteed employment accounts.	Employer of 8 or more on any day within each of 20 weeks.	Employer: 1.2 percent, Apr. 1, 1936, through Dec. 31, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through Mar. 31, 1939; merit rating thereafter to maximum contribution rate of 3.7 percent and minimum of no contribution. Employee: 0.9 percent, Jan. 1, 1937, through Mar. 31, 1937; none thereafter.	April 1938	4 percent of wages in a previous quarter.	Maximum $15; minimum $5 (minimum rate not mandatory).	15 times weekly benefit amount (based upon prior earnings).
Iowa	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more on any day within each of 15 weeks.	Employer: To equal 0.9 percent for 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1941, merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 0.9 percent.	July 1938	50 percent	Maximum $15; minimum $5 or amount equal to wages, whichever is less.	Do.

TABLE D–2.—*A guide to State unemployment compensation laws, revised to Aug. 31, 1937*—Continued

State	Type of fund	Size of firm	Contributions (percentage of wages)	Benefits			
				Month first payable	Percentage of wages	Amount per week	Maximum duration
Kansas	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 0.9 percent.	January 1939	4 percent of wages in a previous quarter.	Maximum $15; minimum $5 or 6 percent of wages in a previous quarter, whichever is less.	8 percent of wages (not over $375 a quarter) earned during first 8 of last 9 quarters.
Kentucky	5/6 employer reserve, 1/6 pooled account.	Employer of 4 or more within each of 20 weeks (1936, 8 or more within each of 20 weeks).	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 3.7 percent and minimum of no contribution. Employee: 5/6 of 1 percent to employer's reserve, 1/6 of 1 percent to pooled account; not to exceed 50 percent of employer's contribution; 1937 and thereafter.	January 1939	50 percent	Maximum $15; minimum $5 or 3/4 of wages, whichever is less.	15 times weekly benefit amount (based upon prior employment).
Louisiana	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more on any day within each of 20 weeks.	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 0.9 percent. Employee: 0.5 percent, 1937 and thereafter.	January 1938	do	do	25 times weekly benefit amount (based upon prior employment).
Maine	Pooled fund with provision for study of merit rating.	Employer of 8 or more on any day within each of 20 weeks.	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 and thereafter.	January 1938	do	do	16 times weekly benefit amount (based upon prior earnings).

Maryland	Pooled fund	Employer of 4 or more within each of 20 weeks (1936 and 1937, 8 or more within each of 20 weeks).	do	do	do	do	Do.
Massachusetts	Pooled fund with provision for study of merit rating.	Employer of 8 or more on any day within each of 20 weeks. 1939 and after, 4 or more on any day within each of 20 weeks.	Employer: 1 percent, less any amount not credited to employer by any Federal law governing unemployment compensation, 1936; 1.8 percent, 1937; 2.7 percent, 1938 and thereafter. Employee: None, 1936 and through June 30, 1937; 1 percent on wages between July 1, 1937, and Dec. 31, 1937, not over $1,250, and wages not over $625 times number of quarters remaining in year after employer is subject to act; thereafter, 1 percent on wages not over $2,500 a year, to equal 37 percent of employer's contribution.	do	1/26 of wages in a previous quarter.	Maximum $15; minimum $5.	16 times weekly benefit amount (based upon prior earnings); provision made for extended and additional benefits.
Michigan	Pooled fund with separate employer accounts credited with 80 percent of employer's contributions and 100 percent of employer's voluntary contributions, for merit-rating purposes only.	Employer of 8 or more within each of 20 weeks (1936, 1 or more with additional pay-roll qualifications).	Employer: 0.9 percent, 1936; 2 percent, 1937; 3 percent, 1938 through Mar. 31, 1942; merit rating thereafter to maximum contribution rate of 4 percent and minimum of 1 percent.	January 1939. (On Nov. 23, 1937, the Commission ruled that benefits for total unemployment should become payable in July 1938.)	4 percent of wages in a previous quarter.	Maximum $16; minimum $7 or 6 per cent of wages in a previous quarter, whichever is less.	16 times weekly benefit amount (based upon prior earnings).
Minnesota	Pooled fund with separate employer accounts for merit-rating purposes only. Guaranteed employment accounts.	Employer of 1 or more on any day within each of 20 weeks (1936, 8 or more within each of 20 weeks).	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1940; merit rating thereafter to maximum contribution rate of 2.7 percent and minimum of 0.9 percent.	January 1938	50 percent	Maximum $15; minimum $6 or 3/4 of wages, whichever is less.	Do.
Mississippi	Pooled fund with provision for study of merit rating.	Employer of 8 or more on any day within each of 20 weeks.	Employer: To equal 0.9 percent for 1936; 1.8 percent, 1937; 2.7 percent, 1938 and thereafter.	April 1938	do	Maximum $15; no minimum.	22.6 times weekly benefit amount (based upon prior employment).

TABLE D-2.—*A guide to State unemployment compensation laws, revised to Aug. 31, 1937*—Continued

State	Type of fund	Size of firm	Contributions (percentage of wages)	Benefits			
				Month first payable	Percentage of wages	Amount per week	Maximum duration
Missouri	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more on any day within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of no contribution.	January 1939	4 percent of wages in a previous quarter.	Maximum $15; minimum $5 or 6 percent of wages in a previous quarter, whichever is less.	12 times weekly benefit amount (based upon prior earnings).
Montana	do	Employer of 1 or more on any day within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating after June 30, 1942, to maximum contribution rate of 3.6 percent and minimum of 1 percent.	July 1939	50 percent	Maximum $15; minimum $7 or ¾ of wages, whichever is less.	16 times weekly benefit amount (based upon prior earnings).
Nebraska	Employer-reserve accounts consisting of all contributions, with balancing account in fund consisting of all interest earnings, etc.	Employer of 8 or more within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 and 1939; merit rating thereafter to maximum contribution rate of 2.7 percent, and no minimum provided.	January 1939	do	Maximum $15; minimum $5 or ¾ of wages, whichever is less.	Do.
Nevada	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 1 or more within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter with no provision for maximum contribution rate, and minimum of 1 percent.	do	do	Maximum $15; minimum $7 or ¾ of wages, whichever is less.	18 times weekly benefit amount (based upon prior earnings).
New Hampshire	do	Employer of 4 or more within each of 20 weeks (prior to Sept. 30, 1937, 4 or more on any day within each of 13 weeks).	Employer: 1 percent, 1936; 2 percent, Jan. 1, 1937, through Sept. 30, 1937; 1.8 percent remainder of 1937; 2.7 percent, 1938 through 1940; merit rating thereafter to maximum contribution rate of 2.7 percent and minimum of 1 percent.	January 1938	1/26 of wages in a previous quarter.	Maximum $15; minimum $5 or ¾ of wages, whichever is less.	16 times weekly benefit amount (based upon prior earnings).

			Employee: 0.5 percent, 1936; 1 percent, not to exceed 50 percent of general employer rate, from Jan. 1, 1937, through Sept. 30, 1937; none thereafter.				
New Jersey	do	Employer of 8 or more on any day within each of 20 weeks.	Employer: To equal 0.9 percent for 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 0.9 percent. Employee: None, 1936 and 1937; 1 percent, 1938 and thereafter.	January 1939	50 percent	do	Do.
New Mexico	do	Employer of 4 or more within each of 20 weeks.	Employer: To equal 0.9 percent for 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 0.9 percent.	December 1938	do	do	Do.
New York	Pooled fund with provision for study of merit rating.	Employer of 4 or more within each of 15 days (1936, 4 or more within each of 13 weeks).	Employer: 1 percent, 1936; 2 percent, 1937; 3 percent, 1938 and thereafter.	January 1938	do	Maximum $15; minimum $7.	Do.
North Carolina	do	Employer of 8 or more within each of 20 weeks.	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 and thereafter.	January 1938	50 percent	Maximum $15; minimum $5 or ¾ of wages, whichever is less.	Do.
North Dakota	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more on any day within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 2.7 percent and minimum of 1 percent.	January 1939	do	do	Do.
Ohio	do	Employer of 3 or more at any one time (1936, employer subject to Federal excise tax under title IX).	Employer: 90 percent of Federal excise tax under title IX, Dec. 21, 1936, through Dec. 31, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 4 percent and minimum of 1 percent.	do	do	Maximum $15; no minimum.	16 times weekly benefit amount.

TABLE D-2.—*A guide to State unemployment compensation laws, revised to Aug. 31, 1937*—Continued

State	Type of fund	Size of firm	Contributions (percentage of wages)	Benefits			
				Month first payable	Percentage of wages	Amount per week	Maximum duration
Oklahoma	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more on any day within each of 20 weeks.	Employer: To equal 0.9 percent for 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1946; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 0.9 percent.	December 1938	50 percent	Maximum $15; minimum $8 or ¾ of wages, whichever is less.	16 times weekly benefit amount (based upon prior earnings).
Oregon	0.5 percent pooled fund; all other contributions to employer-reserve accounts.	Employer of 4 or more on any day within any quarter in which total pay roll is $500 or more.	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 and 1939; merit rating thereafter to maximum contribution rate of 4 percent and minimum of 0.5 percent.	January 1938	do	Maximum $15; minimum $7 or ¾ of wages, whichever is less.	Do.
Pennsylvania	Pooled fund	Employer of 1 or more on any day within each of 20 weeks.	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 and thereafter. Employer of 8 or more pays only an amount equal to maximum credit against Federal tax.	do	do	Maximum $15; minimum $7.50.	13 times weekly benefit amount (based upon prior earnings).
Rhode Island	Pooled fund with provision for study of merit rating.	Employer of 4 or more on any day within each of 20 weeks; also all employers liable to Federal tax.	Employer: 0.9 percent, 1936, but not less than 90 percent of Federal tax; 1.8 percent, 1937; 2.7 percent, 1938 and thereafter. Employee: None, 1936; 1 percent on wages up to $3,000 a year, after Jan. 4, 1937; 1.5 percent on wages up to $3,000 a year, 1938 and thereafter.	do	do	Maximum $15; minimum $7.50 or ¾ of wages, whichever is less.	20 times weekly benefit amount (based upon prior earnings).
South Carolina	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more within each of 20 weeks.	Employer: To equal 0.9 percent for 1936; 1.8 percent, 1937; 2.7 percent, 1938 through June 30, 1941; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 0.9 percent.	July 1938	do	Maximum $15; minimum $5 or ¾ of wages, whichever is less.	22.6 times weekly benefit amount (based upon prior employment).

South Dakota	5/6 employer reserve, 1/6 pooled account.	Employer of 8 or more on any day within each of 20 weeks (1936, employer subject to Federal excise tax under title IX).	Employer: 90 percent of Federal excise tax under title IX, Dec. 24, 1936, through Dec. 31, 1936; 1.8 percent, 1937; 2.7 percent, 1938 and 1939; merit rating thereafter to maximum contribution rate of 2.7 percent and minimum of no contribution.	January 1939	do	do	14 times weekly benefit amount (based upon prior earnings).
Tennessee	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more on any day within each of 20 weeks.	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1940; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 0.9 percent.	January 1938	do	do	16 times weekly benefit amount (based upon prior earnings).
Texas	do	do	do	do	do	do	Do.
Utah	do	Employer of 4 or more on any day within each of 20 weeks.	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1940; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of no contribution.	do	do	Maximum $15; minimum $7 or 3/4 of wages, whichever is less.	Do.
Vermont	At election of employer, pooled fund with separate employer accounts for merit-rating purposes only, or separate employer-reserve accounts.	Employer of 8 or more on any day within each of 20 weeks.	Employer: Pooled fund: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1940; merit rating thereafter to maximum contribution rate of 2.7 percent, and no minimum provided. Employer-reserve account: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938; merit rating thereafter to maximum contribution rate of 2.7 percent, and no minimum provided.	do	do	Maximum $15; minimum $5 or 3/4 of wages, whichever is less.	14 times weekly benefit amount (based upon prior earnings).
Virginia	Pooled fund with provision for study of merit rating.	Employer of 8 or more on any day within each of 20 weeks.	Employer: 0.9 percent, 1936, not to exceed 90 percent of Federal excise tax employer must pay under title IX; 1.8 percent, 1937, 2.7 percent, 1938 and thereafter.	do	do	do	16 times weekly benefit amount (based upon prior earnings).

TABLE D–2.—*A guide to State unemployment compensation laws, revised to Aug. 31, 1937*—Continued

State	Type of fund	Size of firm	Contributions (percentage of wages)	Benefits			
				Month first payable	Percentage of wages	Amount per week	Maximum duration
Washington	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 8 or more within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter with no provision for maximum contribution rate, and minimum of 0.9 percent.	January 1939	50 percent	Maximum $15; minimum $7 or ¾ of wages, whichever is less.	16 times weekly benefit amount (based upon prior earnings).
West Virginia	do	Employer of 8 or more on any day within each of 20 weeks.	Employer: 0.9 percent, 1936; 1.8 percent, 1937; 2.7 percent, 1938 through 1940; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 0.9 percent.	January 1938	do	Maximum $15; minimum $5 or ¾ of wages, whichever is less.	12 times weekly benefit amount (based upon prior earnings).
Wisconsin	Employer-reserve accounts consisting of all contributions, with balancing account in fund consisting of all interest earnings, etc. Exempt plans.	1936, 1937, and any subsequent year, subject as of first of year in which employer of 8 or more in 18 weeks; 1938, 7 or more in 18 weeks in 1937; 1939 and thereafter, 6 or more in 18 weeks in previous year.	Employer: Standard rate 2 percent, July 1, 1934, through 1937; standard rate 2.7 percent, 1938 and thereafter, but rate may be increased or decreased on basis of status of employer's reserve account to maximum contribution rate of 4 percent and minimum of no contribution. Employers contribute 0.2 percent annually to unemployment administration fund; commission may reduce such rate.	July 1936	do	Maximum $15; minimum $5 until July 3, 1937; thereafter no minimum.	14 to 20 weeks (based upon prior earnings and employment); for employers first liable for benefits on Jan. 1, 1938, and for others after Feb. 27, 1938, 20 weeks (based upon prior employment).
Wyoming	Pooled fund with separate employer accounts for merit-rating purposes only.	Employer of 1 or more on any day within each of 20 weeks.	Employer: 1.8 percent, 1937; 2.7 percent, 1938 through 1941; merit rating thereafter to maximum contribution rate of 3.6 percent and minimum of 1 percent.	January 1939	60 percent	Maximum $18; minimum $7 or ¾ of wages, whichever is less.	14 times weekly benefit amount (based upon prior earnings).

TABLE D–3.—*Estimated volume of employment [1] covered by State unemployment compensation laws approved by the Social Security Board, June 1936 and the fiscal year 1936–37, by quarters [2]*

State	Estimated volume of employment [1] covered by approved State laws, as of—				
	June 1936 (for 11 States)	September 1936 (for 14 States)	December 1936 (for 36 States)	March 1937 (for 39 States)	June 1937 (for 47 States)
Total	6,065,000	6,681,000	17,383,000	17,539,000	[3] 18,801,000
Alabama	244,000	260,000	271,000	282,000	277,000
Alaska [4]					
Arizona			62,000	67,000	70,000
Arkansas				138,000	139,000
California	1,121,000	1,215,000	1,179,000	1,178,000	1,216,000
Colorado			124,000	116,000	118,000
Connecticut			405,000	411,000	408,000
Delaware					47,000
District of Columbia	125,000	126,000	140,000	129,000	131,000
Florida					180,000
Georgia					308,000
Hawaii [4]					
Idaho		48,000	48,000	44,000	46,000
Illinois [3]					
Indiana	512,000	533,000	548,000	553,000	548,000
Iowa			258,000	258,000	264,000
Kansas					210,000
Kentucky			293,000	296,000	291,000
Louisiana			212,000	214,000	214,000
Maine			132,000	134,000	132,000
Maryland			285,000	288,000	295,000
Massachusetts	783,000	818,000	865,000	867,000	851,000
Michigan			1,246,000	1,172,000	1,214,000
Minnesota			399,000	383,000	395,000
Mississippi	89,000	99,000	100,000	102,000	99,000
Missouri [3]					
Montana				64,000	66,000
Nebraska					110,000
Nevada					24,000
New Hampshire	86,000	90,000	91,000	95,000	93,000
New Jersey			902,000	904,000	922,000
New Mexico			44,000	45,000	46,000
New York	2,438,000	2,558,000	2,729,000	2,672,000	2,646,000
North Carolina			372,000	377,000	370,000
North Dakota					42,000
Ohio			1,438,000	1,440,000	1,391,000
Oklahoma			246,000	241,000	252,000
Oregon	138,000	154,000	136,000	139,000	146,000
Pennsylvania			2,370,000	2,379,000	2,404,000
Rhode Island	152,000	159,000	176,000	173,000	169,000
South Carolina		172,000	177,000	181,000	178,000
South Dakota			44,000	43,000	44,000
Tennessee			290,000	295,000	296,000
Texas			670,000	668,000	708,000
Utah		67,000	64,000	67,000	68,000
Vermont			43,000	44,000	44,000
Virginia			320,000	320,000	316,000
Washington					248,000
West Virginia			306,00	314,000	316,000
Wisconsin	377,000	382,000	398,000	409,000	411,000
Wyoming				37,000	38,000

[1] The data given in this table represent the estimated number of workers engaged, as of the month specified, in employment covered by State unemployment compensation laws. These estimates are essentially a measurement of volume of employment and are not a measure of the number of individuals who, by reason of past or present employment, have accrued and are accruing rights to benefits under the provisions of the State laws to which the table applies. Estimates have been adjusted for the size-of-firm provisions in the respective State laws on the basis of distribution of employees by size of firm throughout the United States, since State figures of this type are not yet available. In general, estimates are based on inclusion of employment as defined under title IX of the Social Security Act. Basic data are not available on which to adjust estimates for inclusion of additional forms of employment covered in some State laws, such as certain forms of government employment in Wisconsin, or domestic service, when as many as four are employed, in New York. For this reason, and because of differences in bases of estimates or reports made by some States, there may be a disparity in some instances between figures here given and those estimated or reported by a given State. As State reporting systems are developed, these estimates of covered employment will be adjusted more specifically to the situation in a given State or supplanted by State records of covered workers.

[2] The States included are the total of those whose unemployment compensation laws had been approved by the end of each quarter. The estimates of employment are as of the 15th of the last month of the quarter.

[3] Unemployment compensation laws had been enacted by June 30, 1937, in Missouri and Illinois, but these laws were not approved by the Social Security Board until July. Estimated employment in June covered by the law of Illinois was 1,490,000; by that of Missouri, 530,000. With the inclusion of those States, total estimated volume of employment in June covered by State unemployment compensation laws, exclusive of Alaska and Hawaii, was 20,821,000.

[4] The basic data are not yet available from which to estimate the volume of employment covered by the approved unemployment compensation laws of Alaska and Hawaii.

TABLE D–4.—*Federal grants to States for administration of approved unemployment compensation laws: Advances certified by the Social Security Board for the fiscal year 1935–36 and the fiscal year 1936–37, by quarters* [1]

State	1935-36 [2] fiscal year total	1936-37 fiscal year					
		Total	First quarter	Second quarter	Third quarter	Fourth quarter	Supplemental grants
Total	$1,022,101.15	$9,074,996.63	$862,143.15	$1,203,169.51	$3,303,342.90	$3,509,069.78	$197,271.29
Alabama	33,726.59	188,068.38	18,985.63	91,350.17	57,124.87	16,363.05	4,244.66
Alaska		5,099.51				5,099.51	
Arizona		30,573.00			11,523.00	19,050.00	
Arkansas		61,135.05			21,365.05	39,770.00	
California	135,900.42	518,586.34	116,760.92	111,043.51	121,904.48	168,877.43	
Colorado		92,492.11		7,729.50	47,288.97	37,473.64	
Connecticut		117,451.18		17,792.48	41,753.10	57,905.60	
Delaware		635.45				635.45	
Dist. of Columbia	42,512.67	109,914.71	21,260.03	17,121.03	29,889.81	41,643.84	
Georgia		46,073.46				46,073.46	
Idaho		104,969.25	4,724.00	31,251.05	36,835.56	32,158.64	
Indiana	48,441.72	322,544.57	51,292.46	68,549.00	90,776.01	69,737.60	42,189.50
Iowa		110,412.64			58,222.00	52,190.64	
Kansas		45,284.74				45,284.74	
Kentucky		118,165.19			64,099.93	54,065.26	
Louisiana		156,621.59		46,090.62	68,230.03	42,300.94	
Maine		92,463.03		4,000.00	56,212.54	32,250.49	
Maryland		144,117.39			73,095.61	71,021.78	
Massachusetts	96,028.28	267,050.51	63,485.07	42,936.61	61,354.44	99,274.39	
Michigan		337,331.25			168,313.25	169,018.00	
Minnesota		268,479.16		17,810.04	140,367.32	110,301.80	
Mississippi	6,820.39	94,479.88	23,277.94	23,967.83	21,807.98	25,426.13	
Missouri		208.33				[3] 208.33	
Montana		21,269.30				21,269.30	
Nebraska		26,183.90				26,183.90	
Nevada		10,640.46				10,640.46	
New Hampshire	86,240.71	189,999.22	45,274.35	53,789.85	45,885.47	45,049.55	
New Jersey		316,992.98			177,658.82	139,334.16	
New Mexico		44,687.95		7,540.00	16,122.50	21,025.45	
New York	417,418.81	1,549,529.56	333,962.48	204,303.92	358,511.83	536,484.09	116,267.24
North Carolina		144,146.29		9,610.88	82,328.63	52,206.78	
North Dakota		35,256.39				35,256.39	
Ohio		325,412.30		297.87	165,294.50	159,819.93	
Oklahoma		140,019.21		5,523.83	71,861.54	59,768.86	2,864.98
Oregon	44,340.50	107,104.34	26,190.62	29,660.19	22,334.52	28,919.01	
Pennsylvania		1,121,495.69		64,600.00	537,969.94	491,225.80	27,699.95
Rhode Island	8,820.71	139,276.05	23,098.00	37,432.43	40,813.71	37,931.91	
South Carolina	600.00	110,441.04	12,868.36	41,538.62	35,404.87	20,629.19	
South Dakota		85,066.01		670.00	45,816.99	38,579.02	
Tennessee		121,961.12			61,425.50	60,535.62	
Texas		245,395.94		84,875.06	103,650.55	56,870.33	
Utah		120,435.57	4,479.80	40,279.25	40,666.96	31,004.60	4,004.96
Vermont		50,240.32		5,550.00	29,656.50	15,033.82	
Virginia		114,699.49			54,599.00	60,100.49	
Washington		29,684.14				29,684.14	
West Virginia		107,700.68			44,881.76	62,818.92	
Wisconsin	101,250.35	665,400.17	116,483.49	137,855.77	197,846.36	213,214.55	
Wyoming		19,801.79			449.00	19,352.79	

[1] Representing quarter of administration for which advance was certified, not necessarily quarter in which payment was made. For explanation of basis used in reporting financial data on Federal grants to States, see p. 109.

[2] The first grant for unemployment compensation administration was certified under title III of the Social Security Act on Mar. 5, 1936.

[3] The Missouri law, enacted on June 17, 1937, was approved by the Social Security Board on July 13, 1937. A grant was made retroactively for administration by the State agency during the period June 17 to 30.

TABLE D–5.—*Unemployment trust fund: Statement showing amounts credited by the Treasury Department to State accounts, as of June 30, 1936, Dec. 31, 1936, and June 30, 1937*

State	June 30, 1936			Dec. 31, 1936					June 30, 1937				
	Deposits	Earnings	Total	Deposits	Earnings	Total	Payments on account of benefits	Balance	Deposits	Earnings	Total	Payments on account of benefits	Balance
Total	$18,857,720.50	$91,700.94	$18,949,421.44	$65,338,142.30	$553,993.26	$65,892,135.56	$150,000	$65,742,135.56	$311,773,678.66	$2,828,882.86	$314,602,561.52	$1,000,000	$313,602,561.52
Alabama				456,933.85	1,565.60	458,499.45		458,499.45	4,888,360.65	23,392.47	4,911,753.12		4,911,753.12
Arizona									925,857.13	4,927.52	930,784.65		930,784.65
California				8,000,000.00	4,297.52	8,004,297.52		8,004,297.52	27,666,400.00	242,944.34	27,909,344.34		27,909,344.34
Colorado									2,295,233.60	14,709.81	2,309,943.41		2,309,943.41
Connecticut									8,400,000.00	46,814.60	8,446,814.60		8,446,814.60
Dist. of Col	602,489.08	1,383.34	603,872.42	1,599,036.25	15,637.34	1,614,673.59		1,614,673.59	3,481,289.06	46,758.71	3,528,047.77		3,528,047.77
Idaho									898,520.56	5,489.91	904,010.47		904,010.47
Indiana	855,231.42	329.03	855,560.45	5,077,559.41	35,044.41	5,112,603.82		5,112,603.82	13,915,375.93	143,076.96	14,058,452.89		14,058,452.89
Iowa									2,750,000.00	6,610.16	2,756,610.16		2,756,610.16
Kentucky									2,500,000.00	10,459.81	2,510,459.81		2,510,459.81
Louisiana									3,800,000.00	24,169.43	3,824,169.43		3,824,169.43
Maine									1,850,000.00	10,889.88	1,860,889.88		1,860,889.88
Maryland									3,000,000.00	16,919.51	3,016,919.51		3,016,919.51
Massachusetts				7,000,000.00	18,365.17	7,018,365.17		7,018,365.17	18,700,000.00	169,145.19	18,869,145.19		18,869,145.19
Michigan									13,040,000.00	91,614.88	13,131,614.88		13,131,614.88
Minnesota									4,700,000.00	29,730.48	4,729,730.48		4,729,730.48
Mississippi				408,657.28	2,211.51	410,868.79		410,868.79	1,134,382.09	12,200.04	1,146,582.13		1,146,582.13
N. Hampshire									2,282,616.84	17,521.71	2,300,138.55		2,300,138.55
New Jersey									16,550,000.00	85,414.88	16,635,414.88		16,635,414.88
New Mexico									650,000.00	4,159.04	654,159.04		654,159.04
New York	6,000,000.00	7,838.09	6,007,838.09	22,500,000.00	199,535.96	22,699,535.96		22,699,535.96	56,000,000.00	663,174.64	56,663,174.64		56,663,174.64
N. Carolina									5,520,000.00	32,855.72	5,552,855.72		5,552,855.72
Ohio									17,002,015.39	117,807.07	17,119,822.46		17,119,822.46
Oklahoma									3,505,000.00	22,980.14	3,527,980.14		3,527,980.14
Oregon				1,514,703.94	11,171.12	1,525,875.06		1,525,875.06	3,311,887.48	39,409.16	3,351,296.64		3,351,296.64
Pennsylvania									37,780,000.00	224,190.67	38,004,190.67		38,004,190.67
Rhode Island				1,587,796.35	3,028.51	1,590,824.86		1,590,824.86	4,467,827.46	37,769.97	4,505,597.43		4,505,597.43
S. Carolina									2,500,000.00	17,695.89	2,517,695.89		2,517,695.89
S. Dakota									470,000.00	3,367.73	473,367.73		473,367.73
Tennessee									3,800,000.00	18,051.16	3,818,051.16		3,818,051.16
Texas									10,585,000.00	73,749.45	10,658,749.45		10,658,749.45
Utah									1,113,367.70	9,229.72	1,122,597.42		1,122,597.42
Vermont									656,342.98	4,301.82	660,644.80		660,644.80
Virginia									4,300,000.00	21,153.45	4,321,153.45		4,321,153.45
W. Virginia									3,589,467.76	22,754.62	3,612,222.38		3,612,222.38
Wisconsin	11,400,000.00	82,150.48	11,482,150.48	17,193,455.22	263,136.12	17,456,591.34	150,000	17,306,591.34	23,744,734.03	513,442.32	24,258,176.35	1,000,000	23,258,176.35

TABLE D-6.—*Percent of total administrative expenditures in different budget categories for the first 4 quarters of operation of 11 State unemployment compensation administrations* [1]

State	Percent of administrative expenditures													
	Total expenditures	Personal services	Other current expenses										Equipment purchase	
			Total other current expenditures	Supplies	Telephone and telegraph	Postage	Travel expenses	Printing and binding	Heat, light, and water	Rent of premises	Rent of equipment	Repairs and alterations	Other	
Total for 11 States	100	54.65	32.28	3.63	1.28	3.26	4.70	7.57	0.38	5.38	2.12	2.05	1.91	13.67
Alabama	100	48.76	29.34	3.84	.82	3.10	10.23	6.63	.01	1.82	----------	.14	2.75	21.90
California	100	50.58	37.74	2.08	1.47	3.96	9.67	7.68	----------	2.38	1.16	7.55	1.79	11.68
District of Columbia	100	56.93	21.01	1.78	.79	.98	.17	8.88	1.00	.80	6.34	.07	.20	22.06
Indiana	100	51.00	34.87	1.73	.62	4.72	6.39	4.62	.13	3.36	.20	12.48	.62	14.13
Massachusetts	100	55.48	29.76	2.26	.98	8.36	1.04	9.36	.39	4.34	1.26	.01	1.76	14.76
Mississippi	100	56.00	34.10	2.57	.49	3.93	15.27	7.76	.15	1.27	1.97	----------	.69	9.90
New Hampshire	100	53.28	34.22	7.58	.91	1.09	7.99	3.33	.92	1.27	6.34	1.81	2.98	12.50
New York	100	46.17	37.88	5.39	2.04	2.24	1.86	9.70	.58	9.86	2.76	.33	3.12	15.95
Oregon	100	56.17	35.41	1.27	1.09	5.06	8.47	10.41	----------	3.17	4.45	.60	.89	8.42
Rhode Island	100	62.74	24.91	2.80	.98	3.49	5.48	5.36	.21	3.61	.50	2.22	.26	12.35
Wisconsin [2]	100	70.64	20.27	1.89	.69	5.14	2.53	5.57	.23	5.35	.15	.05	.67	9.09

[1] The States included were the first 11 to report expenditures for 4 fiscal quarters, the quarters consisting in each case of all, or a major portion of, the first quarter of the calendar year 1936, and the 3 full quarters following immediately thereafter. Mississippi and Rhode Island are exceptions: In these 2 States the first quarter of operation consisted of that portion of a quarter remaining after the date of approval of a State law and the 3 full subsequent quarters. Consequently, the 4 quarter periods vary between States in date and duration.

[2] Since the Wisconsin administration was in operation prior to the enactment of the Federal law, its expenditures reflect a more advanced state of development than do those of other States.

TABLE D–7.—*Wisconsin: Employers subject to contribution liability and the number of employees of such employers in each month under the Wisconsin Unemployment Reserves and Compensation Act, Oct. 1, 1936–June 30, 1937* [1]

Month	Number of employers reporting	Number of establishments reporting	Total number of employees in Wisconsin reported by subject employers	Total number of ("defined") covered employees reported [2]
1936				
October	(1)	6,012	459,443	407,705
November	(1)	6,216	453,910	402,447
December	(1)	6,446	458,408	400,392
1937				
January	5,861	6,446	436,391	398,601
February	6,331	6,960	463,068	421,975
March	6,439	7,080	480,702	435,834
April	6,705	7,363	495,815	448,306
May	6,684	7,375	495,892	453,332
June	7,175	7,914	501,301	460,303

[1] This record was not compiled for the months of July, August, and September of 1936; from October through December 1936 records were kept on the number of establishments reporting, and, since January 1937, figures for both the number of employers and the number of establishments reporting are being made available currently.

[2] Includes covered employees pursuant to the definition of a defined employee under provisions of the Unemployment Reserves and Compensation Act of Wisconsin.

Source: Industrial Commission of Wisconsin.

TABLE D–8.—*Wisconsin: Benefit claims for unemployment, checks or orders issued, and amount of benefits, July 1, 1936–June 30, 1937* [1]

Year and month	Claims for total unemployment [2]		Benefits for total unemployment		Benefits for partial unemployment		Benefits for both total and partial unemployment	
	New or first [3]	Renewals [3]	Number of checks and orders issued	Aggregate amount of all checks and orders	Number of checks and orders issued	Aggregate amount of all checks and orders	Number of checks and orders issued	Aggregate amount of all checks and orders
1936								
July	[4] 2,635	[5] 682	(6)	(6)	(6)	(6)	(1)	(1)
August	[4] 4,116	[5] 10,465	(6)	(6)	(6)	(6)	198	$841.55
September	[4] 4,712	[5] 15,848	(6)	(6)	(6)	(6)	2,628	20,298.71
October	[4] 5,436	[5] 12,895	(6)	(6)	(6)	(6)	4,284	40,076.80
November	6,230	20,792	(6)	(6)	(6)	(6)	3,255	23,193.74
December	8,491	31,421	(6)	(6)	(6)	(6)	7,348	46,662.38
1937								
January	9,672	33,610	4,740	$38,443.10	2,277	$8,191.53	7,017	46,634.63
February	5,614	27,630	9,618	78,943.95	5,273	19,939.94	14,891	98,883.89
March	5,775	19,501	21,000	170,460.55	17,732	61,413.91	38,732	231,874.46
April	5,657	15,302	14,831	119,613.00	15,256	53,995.85	30,087	173,608.85
May	5,051	12,539	11,493	92,496.23	18,199	65,912.05	29,692	158,408.28
June	7,792	19,410	9,467	77,325.97	12,938	45,974.68	22,405	123,300.65
Total, year ended June 30, 1937	[7] 71,304	[7] 220,256					160,537	963,783.94

[1] The first benefit check was issued on Aug. 17, 1936. Each check represents compensation for total or partial unemployment during 1 week.

[2] Data on number of claims for partial unemployment not available.

[3] A "new or first" claim is the initial claim for a spell of total unemployment. A "renewal" is the second or subsequent claim which is made within a spell of total unemployment lasting more than 1 week.

[4] 123 registrations were received in the period July–October 1936, for which no month of receipt was indicated.

[5] 161 renewals were received in the period July–October 1936, for which no month of receipt was indicated.

[6] No separate tabulations for total and for partial unemployment were made prior to Jan. 1, 1937.

[7] Totals of monthly figures do not agree with cumulative totals because of subsequent adjustments. Adjusted monthly figures not available.

Source: Industrial Commission of Wisconsin.

TABLE D–9.—*Wisconsin: Total contributions to reserve accounts charged with benefits and amount of benefits paid, by industry groups, for periods ended June 30, 1937* [1]

Industry group	Total contributions to reserve accounts charged with benefits, through June 30, 1937 [2]	Aggregate amount of benefits paid				Percent total benefits of total contributions to charged accounts
		For both total and partial unemployment, July–December 1936 [1]	For total unemployment, [3] January–June 1937	For partial unemployment, [3] January–June 1937	For both total and partial unemployment, July 1936–June 1937 [4]	
All industries	$20,310,034.48	$130,925.68	$578,986.21	$256,419.10	$963,793.94	4.7
Manufacturing industries	13,807,697.24	105,828.86	309,378.40	101,893.07	516,042.38	3.7
Iron and steel and their products, not including machinery	1,413,422.32	3,165.00	39,877.60	9,955.20	52,730.80	3.7
Machinery, not including transportation equipment	3,835,101.72	25,889.60	42,543.35	4,353.60	72,540.10	1.9
Transportation equipment	1,230,719.33	50,608.65	30,063.05	4,880.60	85,475.15	6.9
Nonferrous metals and their products	666,351.63	1,466.45	10,761.50	946.25	13,111.45	2.0
Lumber and allied products	715,912.23	2,708.18	28,765.60	7,146.45	38,602.43	5.4
Stone, clay, and glass products	22,124.23	1,095.45	1,638.65	755.50	3,499.60	15.8
Textiles and their products	959,626.98	3,500.30	46,476.45	20,695.95	70,798.80	7.4
Leather and its manufactures	936,753.27	4,168.70	28,763.75	15,189.90	48,030.50	5.1
Food and kindred products	1,856,651.98	9,838.63	58,279.95	29,943.88	97,857.46	5.3
Tobacco manufactures	3,095.37	1.25	94.20	16.25	111.70	3.6
Paper and paper products	1,142,827.90	1,559.85	5,154.00	1,648.85	8,365.15	.7
Printing and publishing	557,475.64	1,250.95	8,454.80	2,824.89	12,485.14	2.2
Chemical products	237,354.80	403.15	1,326.45	363.60	2,088.70	.9
Rubber products	203,007.87	156.95	3,436.20	2,798.10	6,264.00	3.1
Miscellaneous industries, n.e.c.	27,271.97	15.75	3,742.85	374.05	4,081.40	15.0
Nonmanufacturing industries	1,848,755.65	3,301.81	29,720.46	11,813.00	44,702.62	2.4
Retail trade	1,883,709.89	4,548.45	49,023.45	62,241.31	116,526.56	6.2
Food	287,772.95	529.75	4,464.90	4,031.68	9,004.58	3.1
Automotive	272,085.45	116.90	3,892.25	1,409.50	5,492.40	2.0
General merchandise	797,787.19	1,010.75	26,211.00	44,925.14	72,880.44	9.1
Apparel	127,858.12	1,503.05	2,883.60	5,094.51	9,460.86	7.4
Furniture and household	41,355.77	90.10	592.70	122.95	815.00	2.0
Restaurant	33,659.55	20.00	314.05	235.40	552.80	1.6
Lumber and building	79,993.68	155.15	2,812.40	1,662.80	4,565.75	5.7
General stores	4,904.22	7.50	86.10	80.70	174.30	3.6
Other retail	238,292.96	1,115.25	7,766.45	4,678.63	13,580.43	5.7
Wholesale trade	850,708.58	1,859.28	17,897.55	7,542.00	27,205.48	3.2
Service industries	957,075.27	1,579.00	16,216.50	6,180.20	23,035.40	2.4
Construction industries	277,898.83	2,981.65	55,227.45	17,733.80	75,805.65	27.3
Government [5]	674,509.64	10,826.63	101,168.80	48,981.77	160,168.60	23.7
Miscellaneous	2,717.59	----------	221.40	8.35	180.15	6.6
Industry not given	6,961.79	----------	132.20	25.60	127.10	.4

[1] The first benefit check was issued on Aug. 17, 1936.

[2] These figures are the contributions received from those employers whose accounts have been charged for benefits. Out of a total of 7,175 reporting employers subject to contributions, as of June 30, 1937, 4,460 employers had paid contributions for 2 years, and their accounts were, therefore, liable for benefits. Of this 4,460, 2,384 accounts had been charged for benefits during the period ended June 30, 1937. Total contributions for all employers liable for contributions approximated $24,000,000, as of June 30, 1937.

[3] Total unemployment is defined as follows: "An employee shall be deemed 'totally unemployed' in any week for which he receives no wages (other than 'odd-job' earnings)." Partial unemployment is defined as follows: "An employee shall be deemed 'partially unemployed,' with reference to any given employer in any week of employment by such employer for which he receives wages (from any and all employers, but exclusive of 'odd-job' earnings) equaling less than his weekly benefit rate from the given employer."

[4] Figures in this column differ from the sums of figures in 3 previous colnmns on account of checks voided and refunds made subsequent to date of tabulation of figures in those columns. Similar subsequent adjustments may again change the total for the period July 1936–June 1937.

[5] Government employment subject to the act excludes those employees who are elected or appointed, those on a fixed or annual salary basis, such as teachers, and emergency or temporary employees. No contributions are paid on the salaries and wages of such employees nor are such employees eligible for benefits. All other employees of State and local governmental units, including, for example, regularly employed maintenance and road workers, are covered.

Source: Industrial Commission of Wisconsin.

Appendix E

PUBLICATIONS

PUBLICATIONS OF THE SOCIAL SECURITY BOARD

The prices listed are those charged by the Superintendent of Documents, Government Printing Office, to whom all purchase orders should be addressed. All other publications are obtainable without charge, in limited quantities, from the Social Security Board, Washington, D. C.

General

A Brief Explanation of the Social Security Act. I. S. C. No. 1. July 1937. 26 pp. 10 cents. Discount of 25 percent on orders of 100 or more.

A pamphlet giving a simple and general explanation of the various features of the Social Security Act.

The Social Security Act. Who Get the Benefits? I. S. C. No. 10. 4 pp. Illustrated.

A leaflet giving a simple explanation of what the benefits are and who is eligible to receive them.

Summary of Provisions of the Social Security Act Relating to Federal Grants to States for Public Welfare Purposes. 1 p. 5 cents each, 50 cents a hundred.

A summary in chart form of provisions of the act pertaining to Federal grants to the States for old-age assistance, aid to the blind, aid to dependent children, and services for maternal and child health, crippled children, child welfare, public health, and vocational rehabilitation.

Summary of Progress. Issued quarterly. 4 pp. With maps showing the status of State public-assistance plans.

A leaflet showing the progress made during the quarter in the Social Security Board's programs.

Publications of the Social Security Board. Publication No. 12. August 1937. 16 pp.

A list of publications relating to social security.

Why Social Security? Publication No. 15. 1937. 32 pp. With illustrations by Hendrik Willem Van Loon. 10 cents. Discount of 25 percent on orders of 100 or more.

A brief outline of changes in American life which have caused the development of State and national measures to cope with insecurity.

First Annual Report of the Social Security Board. 1937. xii+131 pp. 15 cents. Discount of 25 percent on orders of 100 or more.

Report of the Board to the Congress for the fiscal year ended June 30, 1936. Includes supplementary data for the period July 1, 1936–December 15, 1936.

Social Security in America. Publication No. 20. 1937. xix+592 pp. With index. 75 cents. Discount of 25 percent on orders of 100 or more.

The factual background of the Social Security Act as summarized from staff reports to the Committee on Economic Security.

The Social Security Act—What It Is and What It Does. Publication No. 27. 1937. 15 pp. 5 cents. Discount of 25 percent on orders of 100 or more.

A publication giving the general features of the programs established by the act and showing the progress made during the first two years of their administration.

Some Basic Readings in Social Security. Publication No. 28. October 1937. 24 pp.

A reading list of material on social security, including a list of books in English dealing with social insurance in foreign countries.

Federal Old-Age Insurance

Old-Age Insurance (Federal Old-Age Benefits). Some Questions and Answers Concerning the Old-Age Benefits Provisions of the Social Security Act. I. S. C. No. 3. September 1937. 29 pp. 10 cents. Discount of 25 percent on orders of 100 or more.

A pamphlet consisting of 84 frequently recurring questions concerning Federal old-age benefits answered by the Bureau of Old-Age Insurance of the Social Security Board.

Federal Old-Age Benefits (Old-Age Insurance) Established by the Social Security Act. I. S. C. No. 4. November 1937. 19 pp. 5 cents. Discount of 25 percent on orders of 100 or more.

A pamphlet explaining the old-age benefits provisions of the Social Security Act, including the text of these provisions of the act.

Security in Your Old Age. I. S. C. No. 9. 4 pp.

A leaflet addressed to employees of industrial and business establishments, explaining the Federal old-age benefits provisions of the Social Security Act.

Old-Age Insurance for Wage Earners Under the Social Security Act. I. S. C. No. 21. 8 pp.

A leaflet giving a simple explanation of the old-age benefits program.

Summary of Provisions of the Federal Social Security Act Relating to Federal Old-Age Benefits. 1 p. 5 cents each, 50 cents a hundred.

Condensed summary of provisions of the act covering Federal old-age benefits, with citations to pertinent sections of the act.

Federal Old-Age Benefits. 2 pp.

Table I. Lump-Sum Payments Under Title II.
Table II. Monthly Benefits Under Title II.

Social Security Board Regulation No. 1. 2 pp.

Relating to disclosure of official records and information.

Social Security Board Regulations No. 2. vii+33 pp. 10 cents. Discount of 25 percent on orders of 100 or more.

Federal old-age benefits under title II of the Social Security Act.

Public Assistance

Public Assistance Under the Social Security Act for the Needy Aged, the Needy Blind, and Dependent Children. I. S. C. No. 8. September 1937. 16 pp. 5 cents. Discount of 25 percent on orders of 100 or more.

A pamphlet giving a simple explanation of the program for Federal-State aid to the needy aged, the needy blind, and dependent children.

Old-Age Assistance

Federal Grants to States for Old-Age Assistance. 1 p.

A digest of the procedure for Federal grants to States for old-age assistance.

Explanation of the Provisions of the Social Security Act Relating to Old-Age Assistance. 1 p.

A brief digest of the provisions of the act dealing with old-age assistance.

Characteristics of State Plans for Old-Age Assistance. Publication No. 16. April 1, 1937. 17 pp. 10 cents. Discount of 25 percent on orders of 100 or more.

Chart showing, by States, important features of individual State old-age assistance plans.

Aid to the Needy Aged Under the Social Security Act. I. S. C. No. 23. 4 pp.

A leaflet giving a simple explanation of the old-age assistance program.

Don't Confuse the Two Old-Age Provisions of the Social Security Act. I. S. C. No. 26. 3 pp.

A leaflet showing briefly the differences in the programs for old-age assistance and for Federal old-age insurance.

Aid to the Blind

Federal Grants to States for Aid to the Blind. 1 p.

A digest of the procedure for Federal grants to States for aid to the blind.

Explanation of the Provisions of the Social Security Act Relating to Aid to the Blind. 1 p.

A brief digest of the provisions of the act dealing with aid to the blind.

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Characteristics of State Plans for Aid to the Blind. Publication No. 17. April 1, 1937. 13 pp. 10 cents. Discount of 25 percent on orders of 100 or more.

Chart showing, by States, important features of individual State plans for aid to the blind.

Aid to the Needy Blind Under the Social Security Act. I. S. C. No. 24. 4 pp.

A leaflet giving a simple explanation of the program.

Aid to Dependent Children

Aid to Dependent Children Under the Social Security Act. I. S. C. No. 6. September 1937. 15 pp. 5 cents. Discount of 25 percent on orders of 100 or more.

A pamphlet giving a simple explanation of the program for Federal-State cooperation in aiding dependent children in their own homes.

Aid to Dependent Children Under the Social Security Act. I. S. C. No. 25. 4 pp.

A leaflet giving a simple explanation of the program.

Federal Grants to States for Aid to Dependent Children (Mothers' Aid). 1 p.

A digest of the procedure for Federal grants to States for aid to dependent children.

Explanation of the Provisions of the Social Security Act Relating to Aid to Dependent Children. 1 p.

A brief digest of the provisions of the act dealing with aid to dependent children.

Characteristics of State Plans for Aid to Dependent Children. Publication No. 18. April 1, 1937. 11 pp. 10 cents. Discount of 25 percent on orders of 100 or more.

Chart showing, by States, important features of individual State plans for aid to dependent children.

Statistical Bulletins

Public Assistance: Monthly Statistics for the United States. Bureau of Research and Statistics. Began publication February 1936. 8 pp.

Monthly tables and charts on public-assistance statistics as reported by the States.

Public Assistance: Quarterly Review of Statistics for the United States. Bureau of Research and Statistics. Began publication March 1936. About 25 pp.

A quarterly review of statistics on public assistance with analysis and interpretation.

Special Supplement, Quarterly Statistics of Public Assistance for Counties. Bureau of Research and Statistics. Began publication March 1936. About 25 pp.

A supplement to the Quarterly Review. Gives data by counties.

Relief in Urban Areas. Bureau of Research and Statistics. Published by U. S. Children's Bureau prior to July 1936. Title changed from "Changes During (Month) in Different Types of Public and Private Assistance in Urban Areas" in January 1937. 8 pp.

A monthly publication containing tables, charts, and some interpretative text about data on public and private relief in 116 urban areas.

Unemployment Compensation

Unemployment Compensation—What and Why? Publication No. 14. September 1937. iv+54 pp. With bibliography. 10 cents. Discount of 25 percent on orders of 100 or more.

An analysis of the background of unemployment compensation legislation and a brief account of present Federal and State provisions.

Unemployment Compensation Under the Social Security Act. I. S. C. No. 22. 6 pp.

A leaflet giving a simple explanation of the unemployment compensation provisions of the act.

Summary of Provisions of the Federal Social Security Act Relating to Unemployment Compensation. 1 p. 5 cents each, 50 cents a hundred.

Condensed summary of provisions of the act covering unemployment compensation, with citations to pertinent sections of the act.

Analysis of State Unemployment Compensation Laws. Publication No. 13. January 1, 1937. 23 pp. 15 cents. Discount of 25 percent on orders of 100 or more.

Charts showing, by States, important features of individual State unemployment compensation laws.

Significant Provisions of State Unemployment Compensation Laws. 4 pp.

A brief tabular presentation of provisions relating to type of fund, size-of-firm coverage, contribution rates, and benefit payments of State unemployment compensation laws.

OTHER FEDERAL PUBLICATIONS PERTINENT TO BOARD PROGRAMS

Social Security Act. 1935. 32 pp. (Public, No. 271, 74th Cong.) 5 cents. Discount of 25 percent on orders of 100 or more.

Regulations 90 Relating to the Excise Tax on Employers Under Title IX of the Social Security Act. U. S. Bureau of Internal Revenue. 1936. 66 pp. 10 cents. Discount of 25 percent on orders of 100 or more.

Regulations 91 Relating to the Employees' Tax and the Employers' Tax Under Title VIII of the Social Security Act. U. S. Bureau of Internal Revenue. 1936. 54 pp. 10 cents. Discount of 25 percent on orders of 100 or more.

Appendix contains: Treasury Decision 4704; Assignment of Identification Numbers to Employers and Account Numbers to Employees.

See also T. D. 4756, Article 401 of Regulations 91, amended.

T. D. 4614: Excise tax imposed by Title IX of the Social Security Act—Records to be maintained. U. S. Bureau of Internal Revenue. 1935. 3 pp.

Constitutionality of the Social Security Act. Opinions of the Supreme Court of the United States Together With the Separate and Dissenting Opinions in the Cases Involving the Constitutionality of the Social Security Act. Senate Document No. 74. 1937. 54 pp. 10 cents. Discount of 25 percent on orders of 100 or more.

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INFORMATION

Information concerning the several sections of the Social Security Act may be obtained from the following Government agencies:

Old-age assistance, aid to dependent children, and aid to the blind; unemployment compensation; Federal old-age insurance; titles I, II, III, IV, VII, IX, X of the Social Security Act—Informational Service, Social Security Board, Washington, D. C.

Maternal and child-health services, services for crippled children, and child-welfare services; title V, parts 1, 2, 3, and 5, of the Social Security Act—Children's Bureau, Department of Labor, Washington, D. C.

Public-health work; title VI of the Social Security Act—United States Public Health Service, Treasury Department, Washington, D. C.

Vocational rehabilitation; title V, part 4, of the Social Security Act—Office of Education, Department of the Interior, Washington, D. C.

All taxes levied under the Social Security Act; titles VIII and IX—Bureau of Internal Revenue, Treasury Department, Washington, D. C.

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THIRD ANNUAL REPORT OF THE SOCIAL SECURITY BOARD, 1938



AMERICAN FOUNDATION
FOR THE BLIND INC.

THIRD ANNUAL REPORT OF THE SOCIAL SECURITY BOARD

FISCAL YEAR ENDED JUNE 30

1938

WITH SUPPLEMENTARY DATA

JULY 1 – OCTOBER 31, 1938

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See page 251 for sources of information on the Social Security Act

For sale by the Superintendent of Documents, Washington, D. C. - - - - Price 30 cents

LETTER OF TRANSMITTAL

SOCIAL SECURITY BOARD,
Washington, D. C., November 1, 1938.

To the Congress of the United States:

In accordance with section 704 of the Social Security Act, I have the honor to submit the third annual report of the Social Security Board, for the fiscal year ended June 30, 1938, with a statement giving supplementary data on major activities to the present date.

Respectfully submitted.

ARTHUR J. ALTMEYER, *Chairman.*

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THIRD ANNUAL REPORT OF THE SOCIAL SECURITY BOARD



Study for Social Security Board Building. Prepared in the Office of the Supervising Architect, Procurement Division, Treasury Department. Charles Z. Klauder, Consulting Architect

THE THIRD YEAR IN SUMMARY

The third year of administration of the Social Security Act, like the years preceding, saw a notable development in both the extent and the effectiveness of the program. Reports for earlier years have recorded the whole-hearted acceptance of the goal of social security by the American people and their State and local governments. The marked progress in extending public assistance under the act in those years has continued. The decisions of the Supreme Court in May 1937 left no doubt as to the constitutionality of the new measures for social insurance. In the fiscal year ended June 30, 1938, important operations under the unemployment compensation and old-age insurance programs were first tested extensively. By June 30, 1938, less than three years after the passage of the Social Security Act and an even briefer time after Federal funds first became available for its implementation, there was abundant evidence that the purposes of the act are in harmony with the desires and ideals of the American people; that its scope relates to urgent needs of the Nation as a whole and of millions of its individual households; and that the measures provided by the Congress are basically sound and workable.

The fiscal year 1937–38 afforded a cogent demonstration of the importance of the social security program to the millions of families who participated in it directly and to Federal, State, and local governments. As business barometers fell during the autumn of 1937, it was of great importance that hundreds of thousands of those who were least able to weather adversity—the needy aged, dependent children, and the needy blind—had at least a modicum of security in the monthly assistance payments they were receiving from the States with the aid of Federal funds. Because of these Federal grants, the States were in a better position than could otherwise have been the case, to meet both the continuing responsibility for these helpless special groups of the needy and the rising demand for general relief occasioned by the recession. In the latter half of the fiscal year additional resources became available as a large group of States began to draw on the funds they had deposited in the Treasury to pay benefits to unemployed workers.

The defenses against unemployment were strengthened not only by benefit payments but also by extension of State employment services

for these and other unemployed persons. Under the Social Security Act, the Federal Government makes grants to the States for unemployment compensation administration. In the fiscal year 1937–38 these grants included amounts for expansion of employment service in 27 States and in the District of Columbia, where unemployment benefits were payable or were soon to become payable, to enable these jurisdictions to meet the added responsibilities laid upon them by full operation of their unemployment compensation systems. Unquestionably, Federal funds authorized by the act for services for health and welfare have also been of special importance during the past year in States which are administering programs with the aid of grants certified by the Children's Bureau, the United States Public Health Service, and the Federal Office of Education.

Many obvious gaps in present provisions for social security and in administrative procedures are apparent to the Social Security Board and other Federal agencies concerned, to the States, to employers, and to workers and other beneficiaries of the program; analysis of some of the problems which confront the Board is made in subsequent pages. At the same time it is evident that the performance under the several programs has more than justified reasonable expectations. While the Board has repeatedly expressed its belief that every feasible effort should be made for development of the social security program in both scope and adequacy, it is important to recall that the United States has already embarked upon a course which, in magnitude and speed of development, is unprecedented in the history of this or any other country. It is important also that due weight be given to the potentialities and to the limitations of social insurance, the more so because this area of activity is new in American experience.

Both the effectiveness of present provisions and the errors or delays that sometimes have developed in the early months of administration are doubtless responsible in part for some extravagant proposals for immediate and large expansion of the social security program at the State or Federal level. Some of these proposals are such that their adoption would disturb the monetary system and menace the solvency of State governments or even the solvency of the United States. In others, sympathy with the plight of certain groups of the population has diverted attention from other equally serious and pressing needs. There has also been a proposal which, followed to its logical conclusion, would change the scope of the unemployment compensation program from a measure instituted on an insurance basis to a system of more or less unlimited doles, obviously a change with serious implications for both workers and employers.

The Board cannot stress too strongly its desire to see further development and improvement of many aspects of the program within the necessary limitations of Federal and State resources and the present limitations of administrative experience. Many of the questions to which uncritical proposals would give a hasty answer have long been the subject of careful study by the Board. The Advisory Council on Social Security, which represents workers, employers, and the general public, has considered such questions in their relationships to old-age security. The Board is convinced that permanent and lasting progress toward social security can be attained only by maintaining a careful balance between the measures undertaken and the means, in terms of money and of administrative skill, at the disposal of the States and the Federal Government. No greater disservice could be done to persons who are in need of more adequate financial assistance or of other measures to assure their well-being than to hold out hopes which cannot be justified by the nature of the social security program or by the resources which are or can be made available for its development.

Continued operation in itself is widening the scope and effectiveness of the program. The number of recipients of public assistance is increasing in States where, at the outset, the volume of applications prevented prompt determination of eligibility. Increasing service to workers is being effected under the unemployment compensation and old-age insurance programs. In certain aspects of the social security program, sufficient experience already has been accumulated to indicate the need for revision. In accordance with the continuing responsibility designated by Congress in the act and a special communication from the President of the United States, the Board has been exploring the feasibility of obtaining information and formulating recommendations concerning some questions not explicitly answered in the present legislation. The Board believes that in the social security program, as in all other aspects of social administration, continued analysis, adjustment, and development are requisite for successful operation. It is believed also that in each of the years since the Social Security Act became law on August 14, 1935, the momentum previously attained by the Federal Government and the States has been accelerated and that the additional aspects of the program designated by the Congress or by State legislatures for the given year have been set in effective motion.

Social Security Administration in 1937–38

The Federal system of old-age insurance entered a new phase as wage reports relating to the calendar year 1937 were received from the Bureau of Internal Revenue and were posted to the accounts of individual workers. Public-assistance programs were adopted by additional States and provided aid to an increasing number of the needy. For the group of programs in which the Social Security Board carries Federal responsibilities, the most significant event of the twelve months ended June 30, 1938, was the beginning of unemployment benefit payments in nearly half the States.

Unemployment Compensation

By the close of the fiscal year 1936–37 a Nation-wide legislative foundation for unemployment insurance had been laid by the 48 States, Alaska, Hawaii, and the District of Columbia, but only one State, Wisconsin, was paying benefits. A year later, 24 States and the District of Columbia, having fulfilled the requirements of their own legislation and the Federal act, were making unemployment benefit payments; by June 1938, checks aggregating $10 million were going out each week to about a million totally or partially unemployed workers. Three more States had their unemployment insurance systems geared to go into action in July 1938, and by July 1939 unemployment benefits will be payable throughout the Nation.

Under the unemployment compensation laws of 21 States and the District of Columbia, claims for benefits were first accepted in January 1938. During the preceding months unemployment had been spreading throughout the country. As a consequence these State unemployment compensation agencies were placed under a severe strain. They were faced not only with the difficulty of inaugurating operations in which they had had no previous experience but also with an unexpectedly heavy initial load of claims for benefits resulting from the high level of unemployment. While the Board has provided all assistance within its power, the States carry the basic responsibility and theirs is the credit for performance. The State agencies would be the first to declare that there have been delays and that some procedures have proved cumbersome and in need of simplification. Nevertheless, the general record of performance in this difficult situation is one of which the Congress and the American people may well be proud.

As of June 30, 1938, nearly 17.8 million checks aggregating more than $179.5 million had been issued to workers totally or partially unemployed in the 25 jurisdictions in which benefits were payable. On that same date, the accounts of State agencies in the unemploy-

ment trust fund in the Treasury aggregated nearly $881.9 million. This balance represented contributions deposited by all State agencies plus interest credited by the Treasury to all State accounts and minus amounts withdrawn for benefit payments by the group of States in which benefits were payable within the year. The amount of the balance in the unemployment trust fund on June 30, 1938, was influenced by the fact that States must defer payment of benefits until contributions have been payable for two years' employment if they are to qualify for Federal administrative grants and if employer contributions under the State law are to be offset against the tax payable under title IX of the Social Security Act.

For the fiscal year 1937–38, a total of nearly $42.3 million was certified by the Social Security Board for grants to the States for administration of their unemployment compensation laws, including $14.4 million for expansion of employment services in the 27 States and in the District of Columbia where benefits were payable before the end of the year or shortly thereafter.

The enactment of the Railroad Unemployment Insurance Act by the last Congress has important implications for all States whose laws now cover railroad workers. That act establishes a Federal system for employees of railroads and certain of their subsidiaries and affiliates. This system will become operative as of July 1, 1939, and will be administered by the Railroad Retirement Board. The Social Security Board is providing all possible aid to the States and to the Bureau of Unemployment Insurance of the Railroad Retirement Board in order that the necessary amendments to the State laws and the required transfer of State records and certain portions of the State unemployment funds may not interrupt the operation of the Federal–State unemployment compensation programs.

Old-Age Insurance

Old-age insurance is the only program under the Social Security Act for which administrative responsibility is lodged in the Federal Government alone. By June 30, 1938, nearly 40 million employee account numbers had been issued by the Social Security Board in connection with this system. The volume of present and future operations is evident from the fact that an individual account must be maintained as evidence of the amounts which may be used in computing the benefits of each person who receives wages from covered employment at any time in his life after 1936 and before he is 65. Doubts had been expressed by some persons that individual wage records could be maintained for millions of workers. It is a satisfaction to report that the Board has received more than 37 million

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individual wage reports for each half of the calendar year 1937 and that posting of these items to the employee accounts was substantially completed shortly after the close of the fiscal year.

Reported wages in covered employment in the calendar year 1937 aggregated more than $28 billion and included the larger part of all wage and salary payments made that year in the United States. It is estimated that wage items reported for 1937 relate to wages received for part or all of that year by more than 32 million individuals. It seems clear that the shifts of individual workers between covered employment and other occupations are serving to include in the old-age insurance system an even larger share of the gainfully occupied population than had been anticipated. By the close of the fiscal year procedures had been established for answering the queries of individual workers as to the amounts of wages reported on their behalf and posted to their accounts, and for tracing and endeavoring to reconcile any discrepancies which might be found between the amount reported by an employer for a given worker and the amount which the employee believed he had received.

Under the old-age insurance system only lump-sum amounts are now payable. The handling of claims for these payments, which began early in 1937, continued through the fiscal year in increasing volume. By June 30, 1938, claims aggregating $5.9 million had been certified by the Board to the Secretary of the Treasury for payment. A lump-sum amount is payable to an eligible worker at age 65 or to the surviving spouse, legally qualified relatives, or estate of an eligible worker who has died. Payments are based on amounts received by workers for covered employment after 1936 and before age 65 or death prior to that age. With continuance of the program the average payment, which was $47.70 for claims certified in June 1938, is rising steadily. These claims are filed and are handled initially in the Board's field offices, which also were responsible for issuing more than 9.6 million account numbers during the fiscal year.

Lump-sum payments are made from the old-age reserve account maintained by the Treasury and are the only disbursements which may be made from that account until monthly benefits become payable to qualified retired workers at age 65 or thereafter. The Treasury reported that as of June 30, 1938, the sum of $652.0 million had been transferred to the account from appropriations for 1937–38 and for the prior fiscal year, while total interest credited to the account as of that date exceeded $17.6 million. At the end of the year the account held $662.3 million invested in special obligations of the Government, and $1.9 million in cash; the Treasury Department had disbursed $5.4 million in lump-sum payments.

Public Assistance

In public assistance under the Social Security Act the year has been marked by the growth of the State programs for old-age assistance, aid to the blind, and aid to dependent children, and by increasing effectiveness in their administration. The Social Security Board has certified grants of $209.4 million to the States for public assistance in the fiscal year 1937–38, as compared with $146.1 million for the year 1936–37. There were nearly 1.7 million recipients of old-age assistance in June 1938 as compared with less than 1.3 million in the June preceding. In June 1938 aid was provided in States cooperating under the Social Security Act for 604,000 dependent children in 244,000 families; for June 1937, aid was given for 427,000 children in 171,000 families. There were 39,000 recipients of aid to the blind in cooperating States in June 1938 as compared with 35,000 in June 1937. Total obligations incurred in 1937–38 from Federal, State, and local funds for payments to recipients of public assistance under the Social Security Act amounted to $454 million as compared with $293 million for 1936–37.

Before the end of the fiscal year Federal funds were granted under the Social Security Act for old-age assistance in 47 States, and in Alaska, Hawaii, and the District of Columbia. The one remaining State had passed legislation for this and for the other two public-assistance programs.[1] A Nation-wide basis therefore has been established for Federal-State cooperation for old-age assistance. As of June 30, 1938, Federal funds were administered under approved plans for aid to dependent children in 38 States, and in the District of Columbia and Hawaii; and for aid to the blind in 37 States, and the District of Columbia and Hawaii. In all, of the 51 jurisdictions eligible to cooperate in public assistance under the Social Security Act, 34 States, the District of Columbia, and Hawaii had all three plans approved as of June 30, 1938. During the year the Board approved 16 new State plans for public assistance and 35 revised plans in which changes or extensions of previously approved plans had been made.

Public assistance under the Social Security Act obviously is related to other forms of public aid maintained by Federal, State, and local governments. The Social Security Board has therefore undertaken, at the request of other governmental agencies and with their cooperation, to report monthly on all public aid to persons in need. These summary reports include data on the Works Program, the Civilian Conservation Corps, public assistance and general relief, and sub-

[1] Virginia's plans for old-age assistance, aid to dependent children, and aid to the blind were approved by the Board on Sept. 2, 1938; on Aug. 30 the Florida plan for aid to dependent children was approved and on Oct. 18 the Mississippi plan for aid to the blind.

sistence grants to farmers. In 1937–38 this public aid to persons in need amounted to nearly $2.5 billion, exclusive of transient care and administrative expense. This total is $73 million less than the amount reported for 1936–37. The Board estimates that in June 1938 some 6.4 million different households, including about 20.4 million persons, were receiving one or more of these various types of public aid. A considerable decline in relief costs and in numbers of recipients during the first quarter of the fiscal year was followed in later months by a sharp rise coincident with the general decline in employment.

Administrative Organization of the Board

Throughout the fiscal year Arthur J. Altmeyer of Wisconsin served as Chairman of the Board. Mr. Altmeyer's appointment to the Board was confirmed by the Senate on August 23, 1935, at the inception of the program; he was named Chairman in February 1937, following the resignation of John G. Winant of New Hampshire, who was the first to hold that office. On August 6, 1937, the Senate confirmed the appointment of George E. Bigge of Rhode Island for the remainder of the term expiring August 13, 1941, to fill the vacancy in the membership of the Board which had existed since Mr. Winant's resignation. Appointment of Mary W. Dewson of New York was confirmed on August 18, 1937, for a term expiring August 13, 1943, to take the place formerly held by Vincent M. Miles of Arkansas, whose term of office had expired.

Members of the Board are responsible for formulating general policy and for determining organization and procedure. The Board promulgates rules and requirements concerning provisions of the act for public assistance, unemployment compensation, and old-age insurance; approves State public-assistance plans and unemployment compensation laws which conform with the act; and determines the continuing conformity of these plans and laws. It certifies payments of Federal grants to the States under the public-assistance and unemployment compensation programs and payments to beneficiaries under the Federal old-age insurance program. It is responsible for determining which State unemployment compensation laws meet the Federal standards so as to qualify taxpayers in those States for credits against the Federal tax, and to qualify them for additional credits on the basis of reduced rates of contributions paid under the State laws. In addition to these duties in administration of present provisions of the act, the Board is charged with responsibility for study and recommendation of methods of providing social security.

The administrative organization of the Board remains essentially the same as that outlined in reports for preceding years, with division

of work among three operating and five service bureaus under the supervision of the Executive Director. That post was held throughout the fiscal year by Frank Bane of Virginia.[2] In addition to supervision of the work of the bureaus, the Executive Director is responsible for supervision of the 12 regional offices and the Territorial offices of the Board. Each of the regional offices is headed by a regional director, who has administrative supervision of the representatives of the operating and service bureaus detailed to the region and is responsible for coordinating all activities of the Board in the region. In the latter connection, regional offices exercise general administrative supervision of the field offices of the Bureau of Old-Age Insurance, established throughout the country to bring operation of this federally administered program close to the millions of workers and employers who are directly concerned with it. Through these regional offices the Board is able to decentralize activities and relationships with State and Territorial agencies.

The operating bureaus, concerned with the three major fields of the Board's responsibility, are the Bureau of Old-Age Insurance, the Bureau of Unemployment Compensation, and the Bureau of Public Assistance. Responsibility for services indicated by their designations is assigned by the Board to the Bureaus of Accounts and Audits, Business Management, and Research and Statistics; the Office of the General Counsel; and the Informational Service. Within the fiscal year the Office of the Actuary was established as a separate office under the direction of the actuarial consultant. Division of responsibilities among the several bureaus and offices is indicated in the appended functional chart.

During the fiscal year the assimilation, training, and organization of personnel have continued to be major administrative tasks, as development of the program has required assumption of new duties on the part of the present staff and the recruitment of additional employees. In the selection of personnel, in the establishment of training programs and of policies governing transfers and promotions, the Board has been guided consistently by the principles of a career service. At the outset civil-service registers were lacking in certain technical fields for which there was little or no precedent in public administration in the United States. The Board, therefore, requested the Civil Service Commission to approve the limited number of appointments of experts and attorneys made during early months of the program both as to the description of the job and the qualifications of the proposed

[2] On Sept. 6, 1938, the Board regretfully accepted the resignation of Mr. Bane. Oscar M. Powell of Texas, who had served since the inception of the program as regional director in Region X, was appointed Acting Executive Director. Mr. Powell assumed the position of Executive Director when Mr. Bane's resignation became effective on Nov. 1, 1938.

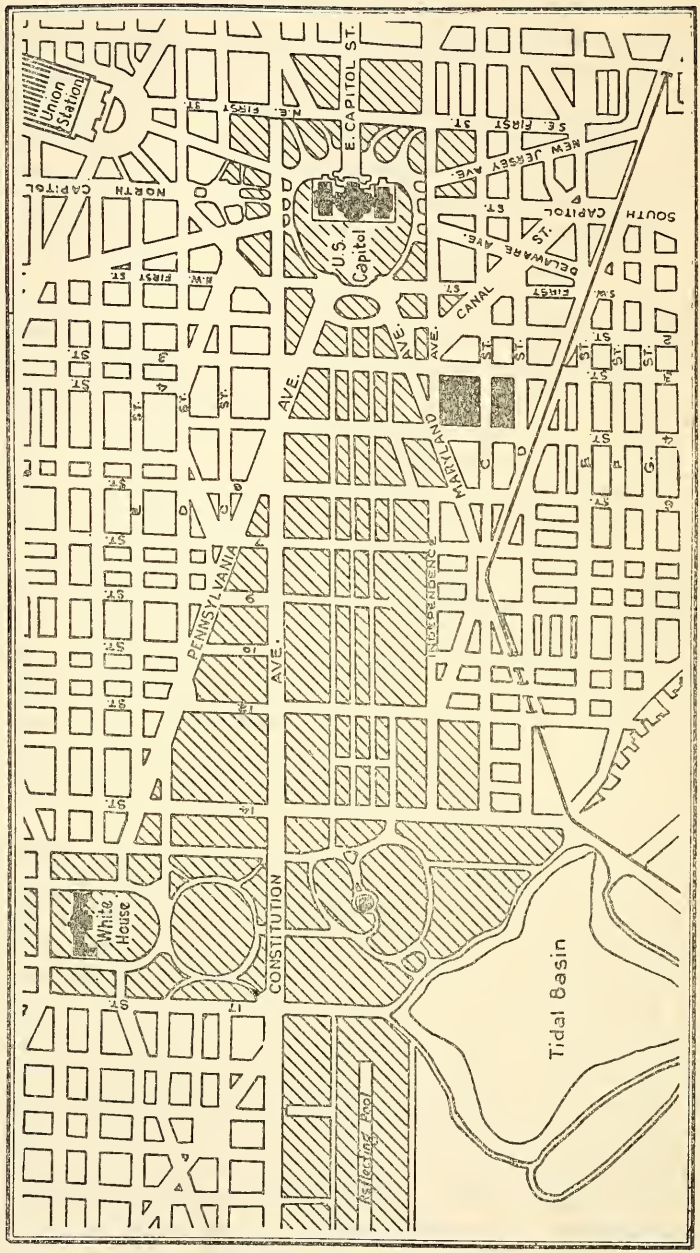


Chart 1.—Site (black rectangles) of proposed buildings of Social Security Board and Railroad Retirement Board

appointee. As soon as appropriate civil-service registers were developed, permanent appointments of new personnel, with the exception of lawyers, were limited to individuals with civil-service status. The experts approved by the Civil Service Commission have now been placed under civil service.

The total personnel of the Board, including regional and field staffs, numbered 9,612 on June 30, 1938, as compared with 5,748 a year earlier. By far the largest part of the increase during the year was occasioned by development of the wage-records and claims operations of the Bureau of Old-Age Insurance and the complete responsibility assumed by that Bureau at the beginning of the year for handling applications for account numbers. During the year 1937–38 the field offices of the Bureau of Old-Age Insurance were increased from 175 to 316 to cope with increasing operations in the handling of claims and issuance of account numbers. The personnel of the Bureau, including the Washington staff, field staff, and the staff of the wage-records offices temporarily located in Baltimore, numbered 6,908 on June 30, 1938, as compared with 3,723 at the close of the preceding fiscal year.

Activities of the Board will be greatly facilitated by the action authorized by Congress in the Second Deficiency Appropriation Act, fiscal year 1938. This act allocated $3 million from funds of the Public Works Administration to acquire land and begin construction of appropriate buildings for the Social Security Board and the Railroad Retirement Board. The total cost of the buildings is limited to $14,250,000. The new structures will make it possible to bring together Washington personnel now scattered in other Federal buildings and in rented quarters ill-adapted for their present use, and will enable the Social Security Board to bring to Washington personnel now located temporarily in Baltimore. The projected site of the buildings, in the southwest area of Washington, has been chosen in accordance with long-range planning for the southward development of the city to cope with present housing and traffic problems and to carry out the original plan for the national capital.

Other Programs Established Under the Act

No attempt to summarize social security operations could be valid without reference to the programs for health and welfare services and other functions maintained under the Social Security Act by Federal agencies other than the Social Security Board. Statements supplied by the Children's Bureau of the Department of Labor, the United States Public Health Service of the Treasury Department, and the Office of Education of the Department of the Interior, included elsewhere in this report, outline operations during the fiscal year 1937–38

under provisions of the Social Security Act. It is of moment to the Board's activities that, at the close of that year, all 51 jurisdictions eligible to participate had plans approved by the Children's Bureau for maternal and child-health services; 50 had approved plans for services for crippled children, 50 for child-welfare services. All 51 jurisdictions had plans approved by the Public Health Service for extension and improvement of services in the field of public health. Under the program for vocational rehabilitation, 47 States and Hawaii had programs in operation for which Federal grants are certified by the Office of Education; separate provision for Federal aid in this field is made under other legislation for the District of Columbia and Puerto Rico.

Reference is made throughout this report to the many important services performed under the act by the Treasury Department, and summary financial data supplied by that Department are included in the appendix. These data include statements of the income and excise taxes collected under title VIII of the act and the tax with respect to employers of eight or more, for which provision is made in title IX. Collections in the fiscal year under title VIII are reported by the Treasury as $510.6 million; under title IX, $90.1 million. In the appendix are given also the figures reported by the Treasury on appropriations for the fiscal year 1937–38 for purposes authorized by the Social Security Act and data on expenditures under the act, including expenditures from reappropriated balances of funds remaining from the previous year's appropriations.

Development of the Social Security Program

Questions concerning the development of the social security program are of three different kinds—questions of technical revisions of legislation or administrative procedures to facilitate operation; questions concerning the extension of present provisions to additional groups of the population; and questions involving consideration of further measures or alternative measures which may be deemed feasible and effective for promoting social security. The Board has given its attention during the past year, as in earlier years, to study of all these types of problems.

Technical and Administrative Revisions

A number of points concerning which the Board has expressed its interest and approval relate to technical and administrative revisions. Some such changes would require amendment of the Social Security Act. For example, more comprehensive authority to make lump-

sum payments under the Federal old-age insurance program direct to the widow or dependent children of deceased wage earners would save time and conserve funds both for the beneficiaries and for the Board. The Board is of the opinion that it is desirable to permit computation of old-age insurance benefits on a base which includes wages received from covered employment after age 65. Reconciliation of provisions in the act relating to old-age insurance and unemployment compensation, so that, under both programs, the base would be "wages paid," would considerably simplify employers' wage reporting. Certain technical changes relating to provisions for "merit rating" of employers under the unemployment compensation program would be of value.

The Board has made many recommendations to the States on administrative problems of mutual concern. At this period, when States have been undertaking new or expanded activities, personnel policy is a subject of major importance to the State agencies and to the Board. The basic objective is the establishment, in all participating jurisdictions, of personnel standards which will ensure sound and continuing development of the social security program. It has been necessary also to consider occasional problems which have arisen in a few jurisdictions, where, at times, partisan conduct of administration has been inconsistent with the purposes of the State law and the Federal act. The Board believes that it is sound public policy to place the entire administrative responsibility with a State agency as regards the selection, tenure of office, and compensation of individual employees. It believes, further, that effective administration requires establishment and maintenance of objective standards for personnel engaged in the State public-assistance and unemployment compensation programs and, to this end, has consistently advocated that States adopt an effective merit system.

When conduct of a State program violates any of the specific administrative requirements set forth in the Social Security Act, the Board cannot certify the Federal grants authorized by the act for approved State public-assistance plans and administration of approved unemployment compensation laws. To withhold Federal funds is a drastic step to be taken reluctantly and only as a last resort, since it is likely to work hardship on the needy and the unemployed. It would be more effective and certainly more equitable if the Social Security Act were amended so that appropriate corrective action could be taken without injuring beneficiaries.

The Board is of the opinion that the wording in titles of the act which relate to Federal grants to States should be amended to require State agencies to establish and maintain personnel standards based

on a merit system and should include a provision prohibiting political activity on the part of State personnel.

In some States the public-assistance rolls are public documents and, as such, are open to candidates for office. To obviate any chance for political or other use of these lists to exploit recipients, it is believed that the public-assistance rolls should be considered confidential and should be used only for administrative purposes.

Undoubtedly sufficient experience has already been accumulated in the administration of the State unemployment compensation programs to warrant some revisions in State laws or procedures which will promote smoother, simpler, and more economical operation. At the close of the fiscal year several bureaus of the Board, in close collaboration with State administrators and with the Interstate Conference of Unemployment Compensation Agencies, were engaged in a careful study of methods of simplifying certain of the provisions of the State laws in line with these objectives. Among other subjects, attention was being given to provisions which would entail less recordkeeping and computation by effecting a less meticulous relationship between wages and contributions on the one hand and unemployment benefits on the other; to provisions for merit rating and adjustment of employers' contributions now contained in many State laws; to problems inherent in administration of benefits for seasonal workers and partially unemployed workers; and to ways of integrating, from the standpoint of both workers and employers, the operation of unemployment compensation programs and the State employment services. It is believed by the Board that the simplification and coordination of the unemployment compensation program should and will proceed, at both State and Federal levels, in the immediate future.

Extension of Present Provisions

During the fiscal year considerable public interest has been expressed in the extension of coverage under programs of the Social Security Act. The Board has a primary concern that the opportunities now afforded by the legislation be used as fully as possible. Not all States have yet availed themselves of Federal funds for all programs of public assistance under the Social Security Act. It is hoped that the roster of States with approved plans for aid to dependent children and aid to the blind may be made complete within the coming year. The Social Security Act authorizes the Federal Government to match State funds available for payments to recipients of old-age assistance and aid to the blind which do not exceed $30 a month to any individual and to add an additional 5 percent of the basic grant toward costs of

administration or for additional assistance payments. The Federal provision for aid to dependent children is less liberal; Federal funds may be granted for only one-third of the expenditures under an approved State program including costs of administration and of payments not exceeding $18 a month for the first dependent child in a household and $12 a month for each additional dependent child. The Board is of the opinion that the Federal matching for aid to dependent children should be placed on the same percentage basis as for old-age assistance as soon as the fiscal condition of the Federal Government warrants.

It has been urged that the low average of public-assistance payments in some States is evidence of the need for general reconsideration of the basis of Federal grants. It is apparent that there is considerable variation among the States in economic resources; in the size of the groups of children, the aged, and the blind in relation to the gainfully occupied population; and in the extent of need among these groups. Proposals have been made for determining the amount of Federal grants to States by the use of a formula in which allowance could be made for some of these factors. Such a formula, it is declared, would result in more effective administration of the public-assistance programs, both in terms of numbers of recipients and amounts of grants, than has been attained in some jurisdictions.

Variable Federal grants have often been proposed in connection with previous provisions for Federal cooperation with the States. Under the Social Security Act recognition of the relatively larger needs in some areas is authorized for programs administered by the Children's Bureau; in the extension of public-health services, allotments by the United States Public Health Service also are made on a basis which permits adjustment to State resources. It should be pointed out that provision for assistance payments to individuals introduces different problems. Pressures of public opinion are more readily exerted within a State to provide cash payments in an amount which may be unwise in view of other necessary demands. Consideration of the actual and potential fiscal capacity of a State and of its requirements for effective operation of a public-assistance program involves many questions for which factual answers are incomplete. Studies now being conducted will, it is hoped, cast light on these factors. The Board has given careful thought to the proposal that public-assistance payments to Indians be made wholly from Federal funds. Realizing the difficulties encountered by certain States, especially where large groups of Indians reside in counties which participate in financing public assistance, the Board believes that this situation deserves consideration.

In connection with Federal grants for public assistance it has been proposed further that more adequate provisions of State funds for administration might be attained if Federal contributions for administration, as well as for assistance, were placed on a matching basis.

Other questions concerning extension of the social security program relate to the two insurance systems. The Board has repeatedly expressed its belief that the protection of old-age insurance and of unemployment insurance or other methods of safeguarding workers against lack of income should be extended as rapidly as is feasible to occupations not covered at the present time. It is the opinion of the Board that certain occupational groups, notably seamen on American vessels and employees of national banks, State banks which are members of the Federal Reserve System, institutions which are members of the Home Loan Bank System, and the like, might be covered by the old-age insurance program at once without administrative complications. Inclusion of these groups of employees has been recommended by the President to the Congress and has been approved by leading national organizations in their respective fields, among them the United States Maritime Commission, the International Seamen's Union, the National Maritime Union, and the American Bankers Association.

The Board concurs in a recommendation made by the Advisory Council on Social Security that employment for private nonprofit religious, educational, and philanthropic institutions be included under the old-age insurance program. "There is no justification in social policy," the Council declared, "for the exclusion of the employees of such organizations from the protection afforded by the old-age insurance system." The Board is of the opinion that these groups should also be included under the unemployment compensation program.

The Board is studying provisions which might be applicable to the special problems of extending the coverage of old-age insurance to include such groups as agricultural workers, workers in domestic service in private homes, and independent workers, i. e., the "self-employed." The present provisions of the Federal old-age insurance system are designed to meet the circumstances of employment in commerce and industry. Adaptation of these measures, or alternative provisions, obviously will be necessary to bring into coverage workers such as those who receive a large share of their wages in kind rather than in cash; those who are employed by persons little accustomed to keeping wage records or making wage reports; and those who work independently in a trade, business, or profession. Coverage of agricultural and domestic workers has been found feasible under various European systems of social insurance, though ordinarily at a date

subsequent to that at which measures were provided for industrial and commercial workers, and it is believed that methods appropriate to circumstances in the United States can and will be developed.

The feasibility of extending coverage of the old-age insurance system to additional groups is one of several aspects of this program to which the President has asked the Social Security Board to direct its attention. In a letter to the Chairman of the Board dated April 28, 1938, the President declared:

> I am particularly anxious that the Board give attention to the development of a sound plan for liberalizing the old-age insurance system. In the development of such a plan I should like to have the Board give consideration to the feasibility of extending its coverage, commencing the payment of old-age insurance annuities at an earlier date than January 1, 1942, paying larger benefits than now provided in the act for those retiring during the earlier years of the system, providing benefits for aged wives and widows, and providing benefits for young children of insured persons dying before reaching retirement age . . .

The studies previously instituted by the Board in these fields have been carried forward, and it is hoped the results will be sufficiently conclusive to warrant recommendations on some or all of these topics in the very near future.

The method of financing future payments of old-age benefits also has received study by the Board and has been the subject of considerable public discussion. The Board believes that much of that discussion has not been well-informed as to the nature of the responsibilities incurred by the Federal Government under the old-age insurance system or the character and import of the procedures employed by the Treasury Department, under title II of the act, in maintenance of the old-age reserve account. Mention is made in subsequent pages of some of the problems inherent in financing a public program on an insurance basis, under which obligations accrue through many years for payments to millions of workers. Many of these problems would be affected by some of the changes now under discussion, such as extension of coverage of the old-age insurance system, while others are influenced by factors which can be gauged precisely only with continued operation of the program. It is pertinent to discussions of financing old-age insurance to call attention to a statement adopted by the Advisory Council on Social Security on April 30, 1938, after long and careful study:

> The Advisory Council on Social Security has been giving much attention to the problem of financing the old-age insurance system. The Council recognizes that there are other ways of financing the old-age insurance system which upon further study may prove to have greater advantages than the present system. The entire subject, however, is so complex that the Council

> is not yet prepared to express a final judgment as to the method of financing which would be most desirable from a social and economic standpoint . . . The members of the Council, regardless of differing views on other aspects of the financing of old-age insurance, are of the opinion that the present provisions regarding the investment of the moneys in the old-age reserve account do not involve any misuse of these moneys or endanger the safety of these funds.

At that time the Advisory Council also expressed its opinion that no reduction in current tax rates under title VIII of the act should be made at present.

Further Measures for Social Security

The present provisions of the Social Security Act are a comprehensive foundation for effort to avert some of the individual misery and the private and public costs occasioned by old age and unemployment and for alleviation of need among certain helpless groups of the population. A major additional factor, health, already recognized in other provisions of the act, is of crucial importance to the efforts of the States and the Federal Government to promote the well-being of individual families and of the Nation. Except in years when unemployment is widespread, sickness is commonly the leading cause of social and economic insecurity.

During the past year the Chairman of the Social Security Board has continued to serve as a member of the Interdepartmental Committee to Coordinate Health and Welfare Activities appointed by the President in August 1935. The Chairman of that Committee is Josephine Roche, formerly Assistant Secretary of the Treasury, and the members include the Under Secretary of Agriculture and the Assistant Secretaries of the Interior and of Labor. During the year important reports have been prepared for the Interdepartmental Committee by the Technical Committee on Medical Care, which includes representatives of the Children's Bureau, the United States Public Health Service, and the Social Security Board. These reports were transmitted to the President, and at his suggestion a National Health Conference was called by the Interdepartmental Committee in Washington on July 18–20, 1938, to bring the problems of national health and certain recommendations for a national health program before professional groups and the public.

Both these problems and the proposals for a program to meet them are of vital importance to the work of the Board. There can be no doubt that large numbers of the aged, the children, and the blind for whose support the Federal Government and the States and localities are responsible owe their dependency to sickness which might have been prevented or cured or to deaths of breadwinners which

might have been postponed. The Board is concerned also with the situation of unemployed workers who, because they are sick, may not be available for work and so may not qualify for unemployment benefits otherwise due them. Men and women who are unemployed and sick are likely to be more bitterly in need of income than those who are unemployed only. Similarly, a distinction can hardly be drawn between the plight of the worker who is rendered incapable of employment by old age and the worker who is permanently disabled. Moreover, workers who become permanently disabled in early adult life or middle age ordinarily are carrying heavy responsibilities for family support.

The magnitude of the problems arising from sickness is evident in the finding of the Technical Committee that on the average day of the year between 5 and 6 million persons are disabled, permanently or temporarily, by illness; among the permanently and totally disabled, about 2 million are in the ages under 65. The financial burden of sickness upon family incomes and upon the funds of Federal, State, and local governments is revealed in part by conservative estimates which indicate that the annual wage loss occasioned by sickness is in the neighborhood of $1.5 billion, while public and private costs of medical care exceed $3.2 billion. These figures, it should be emphasized, make no allowance for the continuing costs of supporting persons who have become chronically dependent because of sickness or for the costs of caring for those who are dependent because of the continuing disability or premature death of others on whom they would naturally have relied for support.

The recommendations of the Technical Committee on Medical Care comprised, in summary: expansion of public-health and maternal and child-health services under provisions for Federal-State cooperation included in the Social Security Act; expansion of hospital facilities; provisions for public medical care of the medically needy, that is, persons on the relief and public-assistance rolls, and also those who can buy food, clothing, and shelter but have no margin for sickness bills; consideration of a comprehensive program of general medical care for the entire population, supported by taxation or insurance payments or a combination of both methods; Federal action toward the development of insurance against wage loss during temporary and permanent disability, possibly geared into the existing social insurance programs. These recommendations were placed before the National Health Conference for study and discussion, but no action for endorsement was requested or taken. The proposals made by the Technical Committee are, to a certain extent, alternative, since use of insurance principles to protect workers against wage loss during

disability or to provide needed medical services would result in diminishing the need to provide public services for the indigent and others who lack means to pay for necessary medical care.

In its recommendations for Federal action toward development of insurance against disability, the Technical Committee pointed out its belief that the problem is best considered under two headings. There is, first, the problem of the temporarily disabled worker—the worker who has an acute illness and who, after a few weeks or months, probably will recover and return to work. There is, second, the problem of the permanently disabled worker who, by reason of crippling or chronic illness, will probably never again be able to enter gainful employment. Temporary disability may be defined arbitrarily as disability lasting less than 26 weeks, and permanent disability as that exceeding 26 weeks in duration. The administrative problems to be met in these two situations are wholly different, and there are important reasons for believing that the provisions to meet them should not be identical. Insurance against temporary disability, it was pointed out, might be patterned after unemployment compensation. Permanent disability, which presents a situation analogous to that of old age, might be met by an extension of present provisions of the Social Security Act.

The Board believes that there is widespread interest in extension of the social security program on the part of the general public, of workers, employers, professional groups, farmers, and others. It believes also that this concern includes a conviction that promotion of the Nation's health is a major goal for the near future. In considering the future, the Board shares the view expressed by the President: "The enactment of the Social Security Act marked a great advance in affording more equitable and effective protection to the people of this country against widespread and growing economic hazards. The successful operation of the act is the best proof that it was soundly conceived. However, it would be unfortunate if we assumed that it was complete and final. Rather, we should be constantly seeking to perfect and strengthen it in the light of our accumulating experience and growing appreciation of social needs."

• II •

OLD-AGE INSURANCE

The system of old-age insurance established under the Social Security Act is designed to cope with two developments apparent in industrialized countries throughout the world: the increase in the proportion of aged persons in the total population, and the shift from a predominantly agricultural civilization, built up largely on the basis of a domestic economy, to an interdependent organization of industry and commerce through which income is obtained largely in the form of money wages. Studies by governmental and other agencies have made it clear that under current circumstances a large share of the working population cannot hope to amass individual savings or obtain employment which will assure them of self-support in old age. At the same time, the increase in the ratio of the aged to the total population and the decline, under urban conditions, in the opportunities of old people to carry on domestic work of economic value to the household bring a greater strain than in earlier generations on the resources upon which the aged always have had to rely—the assistance of their families and the community.

Scope of the Program

Title II of the Social Security Act makes systematic and orderly provision for old-age income for a large share of the present and future employees in the fields of industry and commerce. The principal provision is for monthly benefits to persons who have attained age 65, in amounts related to the individual's total wages for covered employment after 1936 and before he is 65. The benefit formula is so constructed as to yield proportionately higher monthly payments to those whose total wages, as defined in the act, are relatively low, and no amounts in excess of $3,000 received by an employee from any single employer for employment during a particular year are counted in computing benefits. This title of the act also made payable, starting with 1937, certain lump-sum amounts for which wage earners who cannot qualify for monthly benefits may become eligible at age 65, or which may be claimed by the estate or the surviving spouse or other legally entitled relative at the death of a covered worker prior to that age. These payments also are related to the wages an individual has received in covered employment and, in the case both of lump-sum payments at age 65 and of death payments, equal 3½

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percent of the total amount received by an individual in the "wages" previously mentioned. A lump-sum amount also will be payable to the estate of a worker who has begun to receive monthly benefits but dies before having received as much as 3½ percent of the wage total on which his benefit was computed, representing the difference between that sum and the sum of the benefits he has received.

Provision is made for financing payment of benefits from an old-age reserve account, to which Congress is authorized to make annual appropriations sufficient to provide for the payments required by title II, the amount to be determined on a reserve basis in accordance with accepted actuarial principles. In title VIII of the Social Security Act excise and income taxes are laid on employers and employees, with exception of certain specified categories of employment. For the years 1937–39, inclusive, the rate for the employer's excise tax is 1 percent of his taxable pay roll, and the employee's tax is likewise 1 percent of his taxable wages. For 1940 and each third year thereafter the rate on each is increased by an additional ½ percent until the maximum rate of 3 percent each for employer and employee—a total of 6 percent of taxable pay roll—is reached in 1949 and thereafter. These taxes are part of the general Federal revenue.

The Railroad Retirement Act excepts from title II of the Social Security Act all employments covered by the former. The Carriers Taxing Act similarly modifies title VIII. A separate retirement system, administered by the Railroad Retirement Board, has been set up to cover employees of railroads and certain of their subsidiaries and affiliates.

Old-age insurance is the only program instituted by the Social Security Act which is administered wholly by the Federal Government. The magnitude of the number of potential beneficiaries and of the amounts of future benefits, and the fact that benefits may be based on wages received by an individual through many years and in many places raise problems that could hardly be solved by other than Federal operation. In delivering an opinion of the Supreme Court affirming the constitutionality of the old-age benefit provisions of the act, the late Mr. Justice Cardozo declared that the problem of preventing want in old age is "plainly national in area and dimensions." [1]

The system established under title II of the Social Security Act is designed to promote the security of wage earners in industry and commerce. In effect, the circumstance which has accentuated dependency in old age—the organization of industry and business in interdependent units in which workers and employers are affected by

[1] *Helvering* v. *Davis*, 301 U. S. 619, 644; May 24, 1937.

forces over which they have little control—has been used in evolving methods to provide old-age income to wage earners. A worker's association with covered employment, as evidenced by wages he has received, constitutes the basis of his claim to benefits. In the determination of his claim, no question arises as to whether he has other resources or is in need. The benefit for which he qualifies under the act is his, irrespective of any savings he may possess or any income other than wages received from "regular employment."

The act makes no provision for several large categories of employment, notably agricultural labor, domestic service in private homes, governmental employment, and employment in certain types of nonprofit organizations. The system, further, offers no provision for employers and for the self-employed, i. e., for persons working independently in industry, business, the professions, agriculture, or elsewhere. Exception of most of these groups was occasioned, to a considerable extent, by the administrative difficulties which would arise at the beginning of the system if an effort were made to cover under a single program persons who work under highly diverse circumstances. As is mentioned elsewhere in this report, the Board has repeatedly expressed its conviction that coverage should be extended to additional occupations as rapidly as may be feasible, and has been studying, since its inception, various methods of meeting the specific problems which would arise in extension of coverage to major groups now excepted.

Administration of the Program

The fiscal year 1937–38 was marked by important developments in every phase of the old-age insurance program with the exception of payment of monthly benefits, which is to begin in 1942. The extensive framework of organization required for this Nation-wide system had been erected prior to this year. There remained the necessity to recruit and train the additional personnel required in actual operation of the system; to fill out the organization planned for conduct of field activities; and to make, under continuously vigilant observation, the first extensive trial of the methods and procedures established to administer a system of old-age insurance which is unparalleled in size and in the pace at which operations have gone forward.

Responsibilities of the Board

Responsibility for administration of the old-age insurance system is divided between the Social Security Board and the Treasury Department. The Secretary of the Treasury is responsible for main-

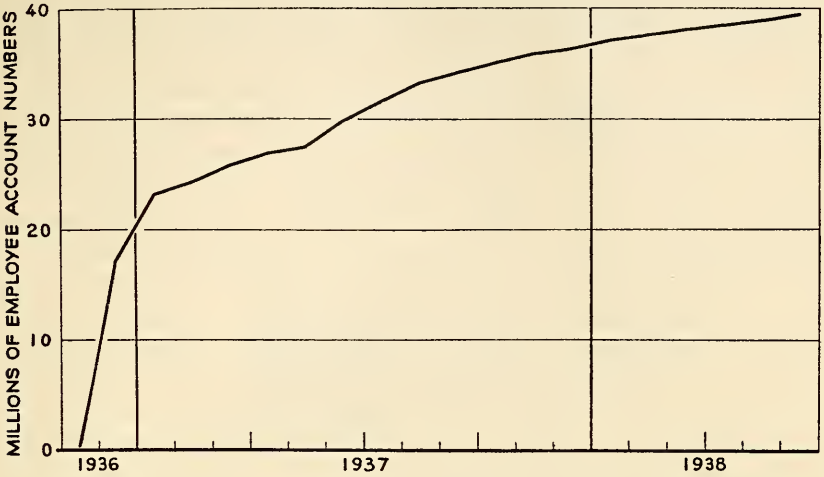
taining and investing the old-age reserve account and for recommending the amounts to be appropriated annually to that account. The Treasury Department is responsible for administering the tax provisions of title VIII of the act. The Social Security Board is charged with responsibility for determining the eligibility of individuals to benefits and for certifying claims to the Treasury for payment. Under the general mandate in section 702 of the act, the Board also is charged with responsibility for studying and recommending methods of providing economic security through this and other forms of social insurance. The duties of the Board with respect to old-age insurance are allocated largely to the Bureau of Old-Age Insurance, which collaborates with other offices of the Board charged with responsibility for legal activities, research, actuarial studies, and public information.

It was evident at the outset that it would be essential to decentralize many operations under the program so that contacts could be made and maintained with the employees and employers directly concerned. Large and important aspects of administration, therefore, are handled by field offices, which have been established in the 48 States, the District of Columbia, Alaska, and Hawaii. At the close of the fiscal year 1937–38, 316 offices were in operation. It is contemplated that additional offices will be required as the number of claims increases and as claims to monthly benefits become payable. The field offices are under the technical supervision of the Bureau of Old-Age Insurance and receive general administrative supervision from the directors of the regions into which the jurisdictions subject to the Social Security Act have been divided.

At the present time, the recordkeeping operations, through which accounts have been established and are being maintained for the millions of persons covered by the system, are conducted at offices of the Board in Baltimore. These operations have been organized within the Baltimore office along the lines of the Board's regional divisions. An important part in helping to attain completeness and accuracy for these records is allocated to the field offices. When an employer's report does not make it wholly clear to which individual account a wage item should be posted, the matter is referred back to the field office in the area where the firm is located, and the field staff makes every effort to obtain the necessary information.

During the fiscal year 1937–38 there was a rapid development of operations under the old-age insurance system, both in the Washington and Baltimore offices of the Board and in the field. Beginning with July 1937, the field offices of the Board took over the assignment of account numbers from the Post Office Department, which previously had been responsible for contacts with individual applicants. There

Chart 2.—Old-age insurance: Employee account numbers issued, cumulative by months, November 1936–June 1938



was an anticipated increase in the number of claims for lump-sum payments received in the field offices and forwarded to Washington for certification by the Board. Beginning in January 1938, the first test was made of the recordkeeping system in Baltimore as employers' wage reports were received by the Board from the Bureau of Internal Revenue, after audit for tax purposes; this system has proved effective in meeting an even heavier strain than had been anticipated.

Identifying Covered Workers

The initial task of the Bureau of Old-Age Insurance, described in the Second Annual Report to Congress, was to establish a method of identifying the millions of persons who were to be covered by the system so that a complete and accurate record could be kept of the wages to be attributed to each in computing his benefit when it became due; such records are essential also for estimates of the current and future obligations of the Federal Government under the system. This objective has been attained through the assignment of individual account numbers in response to applications from workers.

Employee account numbers

During the fiscal year 1937–38 more than 9.6 million account numbers were issued in response to workers' applications, bringing to more than 39.6 million, as of June 30, 1938, the total of these numbers issued since the initial distribution of application forms in November 1936. Assignment of the bulk of these account numbers was made by the Board during early months of this period, nearly 60 percent

of them in December 1936 and January 1937. Throughout the fiscal year 1937–38 there was an irregular decline in the volume of current applications. Account numbers issued ranged from a monthly maximum of more than 1.9 million in July 1937 to less than 407,000 in May 1938. During the last six months of the fiscal year, on the average, about 480,000 account numbers a month were issued.

It is probable that the very large majority of workers more or less regularly attached to covered employment had received account numbers before January 1938. In addition, account numbers were assigned during those initial months, and to some extent subsequently, to individuals who were not engaged in covered employment at the time they made application and may never be so engaged. Since account numbers are used for recordkeeping purposes by State unemployment compensation agencies, they have been assigned to workers covered by State unemployment compensation laws who, by reason of their age or current occupation, were not eligible to participate in the old-age insurance system. They have also been assigned to unemployed workers, to young persons looking for a first job, and, in cooperation with the Works Progress Administration, to workers on WPA projects, on the ground that possession of a number may be helpful to an individual who is seeking covered employment. For these reasons, the figures for account numbers issued cannot be taken as a measure of the number of persons who have been or are engaged in employment covered by the old-age insurance system. Those issued in the later months of the fiscal year doubtless represent, to an increasing extent, new entrants into such employment—i. e., young workers added to the Nation's labor force and workers transferring from other occupations.

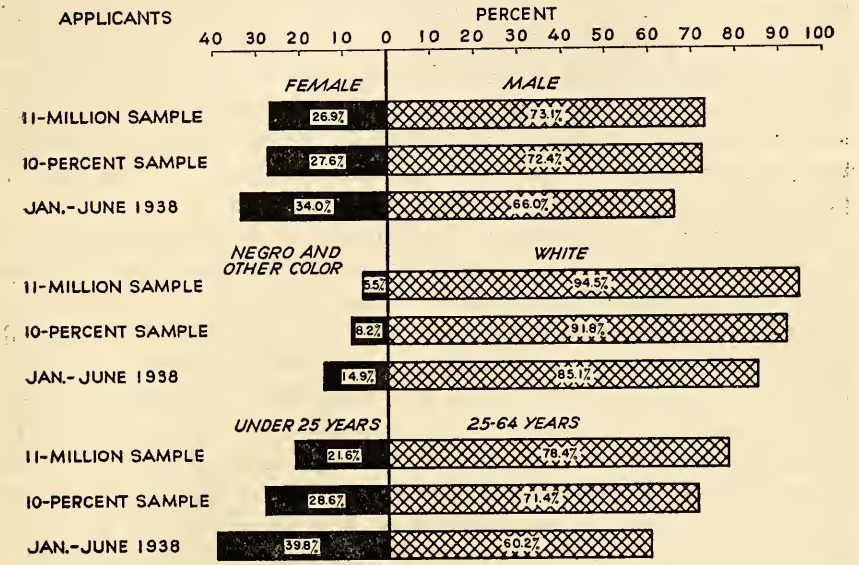
Characteristics of account holders

Two extensive studies have been made of the groups of persons who hold account numbers. The first comprises some 11.4 million applications received during the first four or five months, and includes not less than 40 percent of the applications then received from each State or other jurisdiction.[2] The second, including some 3.6 million applications, is a 10-percent random sample of all applications received and placed in an actuarial file by December 31, 1937. The former probably represents predominantly the individuals actually engaged in covered employment at the time the initial enumeration was under way; the latter reflects the larger and somewhat more heterogeneous group who had made application at any time during the first 14 months, including workers in various seasonal types of covered

[2] *Social Security Bulletin*, Vol. 1, No. 4 (April 1938), pp. 67-81.

employment. It seems apparent, both from the volume of applications and from data obtained from wage records, discussed in later pages, that seasonal and other factors in labor turn-over are serving to extend protection under the old-age insurance system to a larger proportion of the total labor force of the country than had been anticipated; apparently many workers ordinarily engaged in other

Chart 3.—Old-age insurance: Distribution of applicants for employee account numbers, by sex, color, and age[1]



[1] See tables B-4 and B-5.

occupations enter covered employment at some time during a year and therefore receive, even though only occasionally or sporadically, some wages which may be counted toward old-age benefits.

Despite the differences in time and method, these two studies reveal few clearly demonstrable differences in the distributions of applicants by age, sex, and color. The 10-percent sample shows a slightly larger percentage of women and a somewhat larger percentage of Negroes than were reported in the applications of the early period. Young workers—i. e., those aged less than 25 years—also constituted a somewhat larger percentage of the total in the 10-percent sample. Comparison of the groupings in either study with monthly analyses of all applications received during the period January–June 1938 shows that young workers, women, and Negroes represent considerably higher proportions of the applicants in these later months than in the periods covered by the two studies.

Comparisons also have been made of the characteristics of the applicants included in these studies with those shown by similar analyses of all gainful workers enumerated in the 1930 census. The latter, of course, includes workers in agriculture, the self-employed, and other occupational groups excepted from the provisions for old-age insurance. Here also the deviations are not great. In general, the population represented by both studies is somewhat younger than that shown by the census of all gainful workers in 1930 and comprises a larger proportion of women workers and a smaller proportion of Negroes. It is impossible to say to what extent these differences arise from occupational shifts and changes in the age composition of the total population during the period since the census was taken and to what extent they may be attributed to actual differences between the group of persons who hold account numbers and the entire population gainfully occupied at the present time.

By and large, these analyses of applicants for account numbers may be taken as showing that protection of old-age insurance is being extended to a large cross section of the labor force of the Nation. The high representation of women workers, and especially of girls and young women, shown by both studies may reflect increasing employment of women in commerce and industry. Doubtless, many women remain in such employment for only a few years and leave it at marriage. The fact, however, that a large share of the women are in the younger age groups of account holders suggests that in the future many wives or widows will be able to qualify for monthly benefits at age 65 in their own right. A more precise view of the characteristics of the population covered by the program will be available from analyses of data on individuals who are known, from wage reports, to have been engaged in covered employment and to have received wages which count toward benefits.

When workers' application forms are received at the Baltimore offices of the Board, the information they provide is used in setting up the individually numbered ledger accounts to which are posted the amounts of the wages reported for a worker by each of his employers. The various processes involved in setting up these ledger accounts were described in the Second Annual Report of the Board. In order to safeguard the basic information provided by the applications and to conserve space, the original forms have been photographed on spooled micro-film. A filing cabinet which holds 60,000 application forms will contain spooled film picturing 4.2 million forms, and for reference purposes the filmed picture can be located as rapidly as the original document in a conventional filing system. One set of the filmed record has been deposited in the National Archives for

permanent safekeeping against such hazards as fire. This set, as well as all other records, is kept confidential and can be used only for the purposes of the Social Security Act.

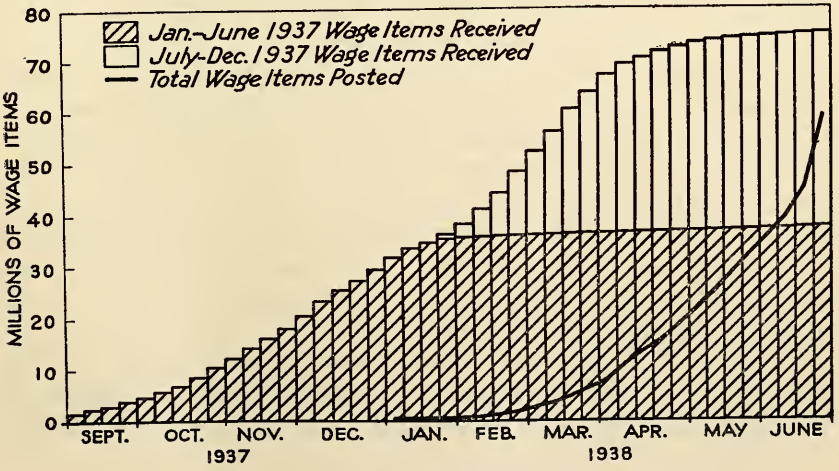
Wage Records

Before the first wage reports were received from the Bureau of Internal Revenue, ledger accounts had been set up and stood ready for the wage entries. During the fiscal year, procedures were reviewed continuously and in many instances improved and simplified. Use of modern mechanical methods in maintaining employee accounts has made it possible to carry operations forward rapidly and economically. It is estimated that the cost of maintaining a worker's account averages less than 20 cents a year.

Employers subject to title VIII of the Social Security Act made returns to the Bureau of Internal Revenue for each of two reporting periods in the calendar year 1937, itemizing the names and account numbers of all individuals to whom they had paid taxable wages during each reporting period and the amount of the wages paid to each worker for employment during that period. After audit for tax purposes, these returns were forwarded to the Board so that the wage items reported by employers could be posted to the individual employee accounts. This posting was begun in January 1938.

A substantially complete count of the returns for the calendar year 1937 shows that for each of the two six-month reporting periods the Board received approximately 1.7 million employer returns. For these

Chart 4.—Old-age insurance: Employee wage items for 1937 received and posted, cumulative by weeks, September 1937–June 1938



two periods in the calendar year, reports were made of more than 74 million wage items and of taxable wages exceeding $28 billion.[3] It must be emphasized that each wage item relates to the amount of the taxable wage paid to a worker during a reporting period by a single employer. Workers who shifted from job to job within the six-month period received taxable wages from two or more employers. The number of employee wage items for a reporting period is, therefore, considerably larger than the number of individuals to whom these amounts were paid. It is estimated that the wage items reported for the calendar year 1937 relate to more than 32 million different persons who received taxable wages for employment at some time during that year.

This figure represents a majority of the gainfully occupied population of the United States. It had been estimated in advance that the old-age insurance system would cover some 25 or 26 million full-time jobs. The difference between the estimated number of jobs and the estimate of 32 million or more individuals who received taxable wages in 1937 is to be accounted for largely by labor turn-over. Figures for even a year represent to some extent the cumulative nature of coverage under the old-age insurance system. Within a year, some persons leave covered employment for other occupations or withdraw from the labor market, and others take their places; as a result of this turn-over, the number of individuals who receive taxable wages at some time in a year obviously is greater than the number who are receiving such wages at any one time. Over a period of years, the number of individuals who have some rights toward benefits by reason of past or current employment will constitute an increasing proportion of the total population of the Nation, though many workers who engage only intermittently in covered employment may not receive total wages sufficient to qualify them for monthly benefits.

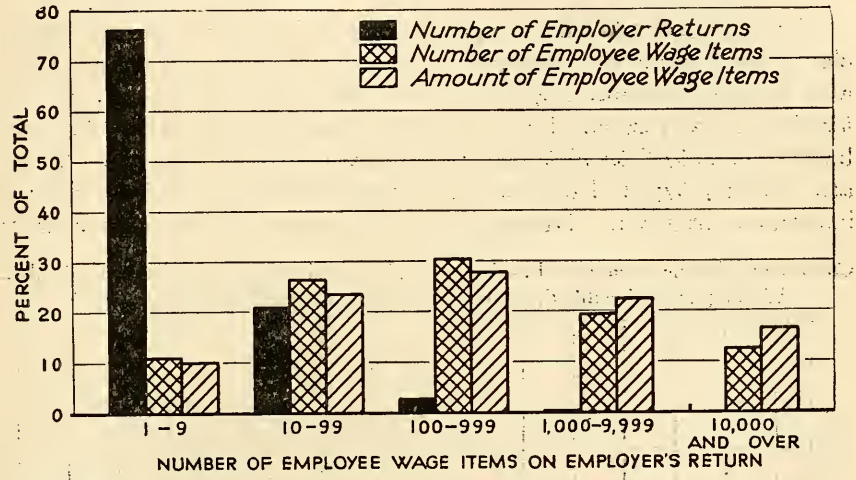
It seems clear, moreover, that there is a larger number of workers than had been anticipated who receive wages in covered employment irregularly or at certain seasons of the year. Teachers, for example, who take clerical jobs during a summer vacation may obtain rights toward benefits which they would not acquire in the course of their usual occupation; so also may housewives who work in canneries for a few weeks or months during the peak season or who take jobs in stores during only the Christmas rush, or agricultural workers who are employed in factories during the winter.

References have been made in general discussion to workers "excluded" from the old-age insurance system; it should be emphasized that exclusion refers not to persons but to certain types of occupations

[3] For a tabulation of substantially complete reports for 1937 see tables B–6, B–7, and B–8.

or employments, and that a considerably larger share of the workers of the country will be able to qualify for benefits than would appear from a classification of persons gainfully occupied at a given time. Provision is made under title II for some type of payment to every worker who has received taxable wages at any time in his life for employment after 1936 and before he is 65. Doubtless many persons engaged in covered employment only occasionally or seasonally will receive the required minimum in total wages ($2,000) and meet the other requirements for monthly benefits.

Chart 5.—Old-age insurance: Distribution of employer returns and employee wage items by number of such items on each return, July–December 1937[1]



[1] See table B-8.

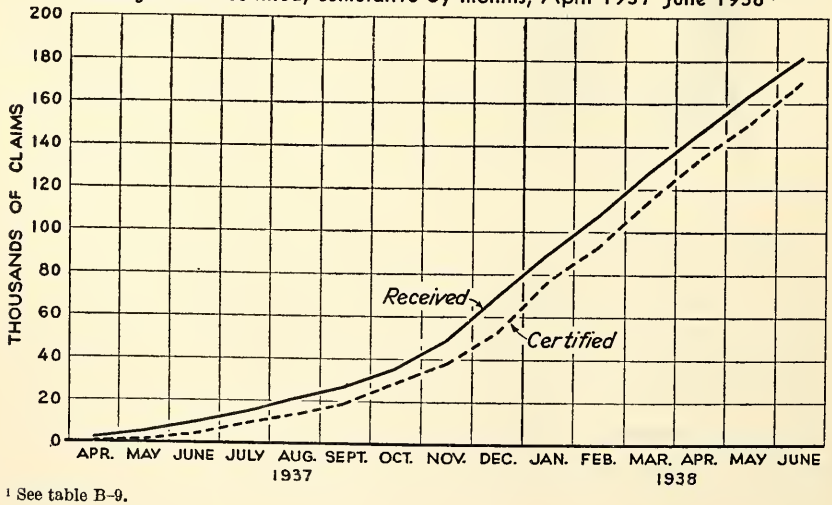
Beginning with the calendar year 1938, wage reports have been made quarterly by employers and, through the collaboration of the Treasury Department and the Social Security Board, reporting requirements have been simplified. By October 15, 1938, approximately 1.8 million employer returns for the first quarter of the calendar year 1938 had been received by the Social Security Board from the Bureau of Internal Revenue. These returns reported a total of approximately 27 million wage items. For the second reporting period in this calendar year, i. e., April–June 1938, the Board had received 1.7 million employer returns including 26.9 million wage items. These figures do not represent complete totals, since additional returns are still coming in; but the further accretions will be small. Data on the amount of wages reported for these periods are not yet available. It is clear that the number of employee wage items received for the

three-month periods in 1938 cannot be compared with the totals for the six-month reporting periods in the preceding year because of turn-over in employment; during the longer period there will be more instances in which wage items relating to an individual are reported by several employers. Another important factor affecting comparisons of figures for reporting periods within the fiscal year is the continued decline in employment in the winter and spring of 1938. Over a period of years, analyses of these wage reports will provide significant data on business trends hitherto not available for so large a sector of industry and commerce.

Claims for Lump-Sum Payments

The fiscal year 1937–38 saw an anticipated increase in the number of claims for lump-sum payments under the old-age insurance program and in the amounts payable, which represent 3½ percent of the taxable wages received by a worker for employment after 1936 and before his sixty-fifth birthday or his death prior to that age. These are the only types of claims now payable under the Federal old-age insurance program. During the fiscal year 171,545 claims were

Chart 6.—Old-age insurance: Number of claims for lump-sum payments received in Washington and certified, cumulative by months, April 1937–June 1938[1]

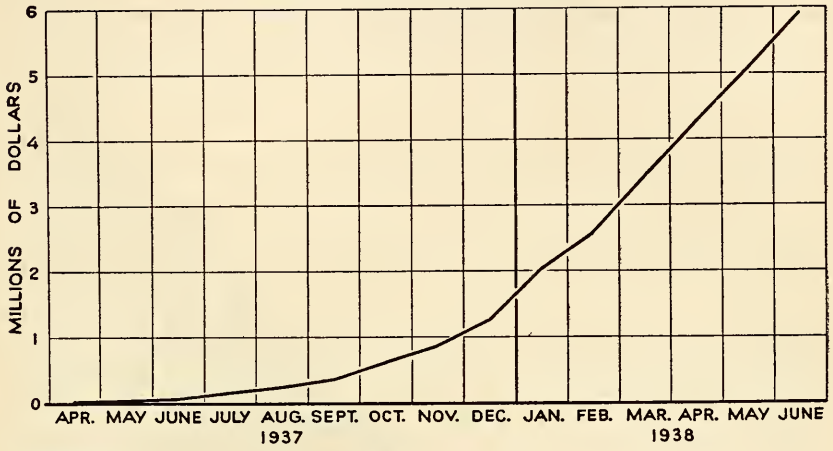


[1] See table B–9.

received in the Washington offices of the Board, and 165,203, representing an aggregate of nearly $5.9 million, were certified to the Secretary of the Treasury for payment. At the close of that year the Board had certified a total of 169,622 claims since such claims became payable in January 1937; of these, 92,855 were claims for death pay-

ments and 76,767 for lump-sum payments at age 65. The average amounts of claims certified during that period were very similar for the two types of payments—$34.64 and $35.16, respectively. The increase in the levels of payments as the time lengthens over which wages may be counted in computing them is evidenced by comparison of the average for all claims certified in June 1937—$14.44—and

Chart 7.—Old-age insurance: Total amount of lump-sum payments certified, cumulative by months, April 1937–June 1938[1]



[1] See table B-9.

averages for claims certified in the last month of each of the quarters of 1937–38: September 1937, $22.51; December 1937, $27.16; March 1938, $38.29; June 1938, $47.70. Average payments will continue to increase in amount.[4]

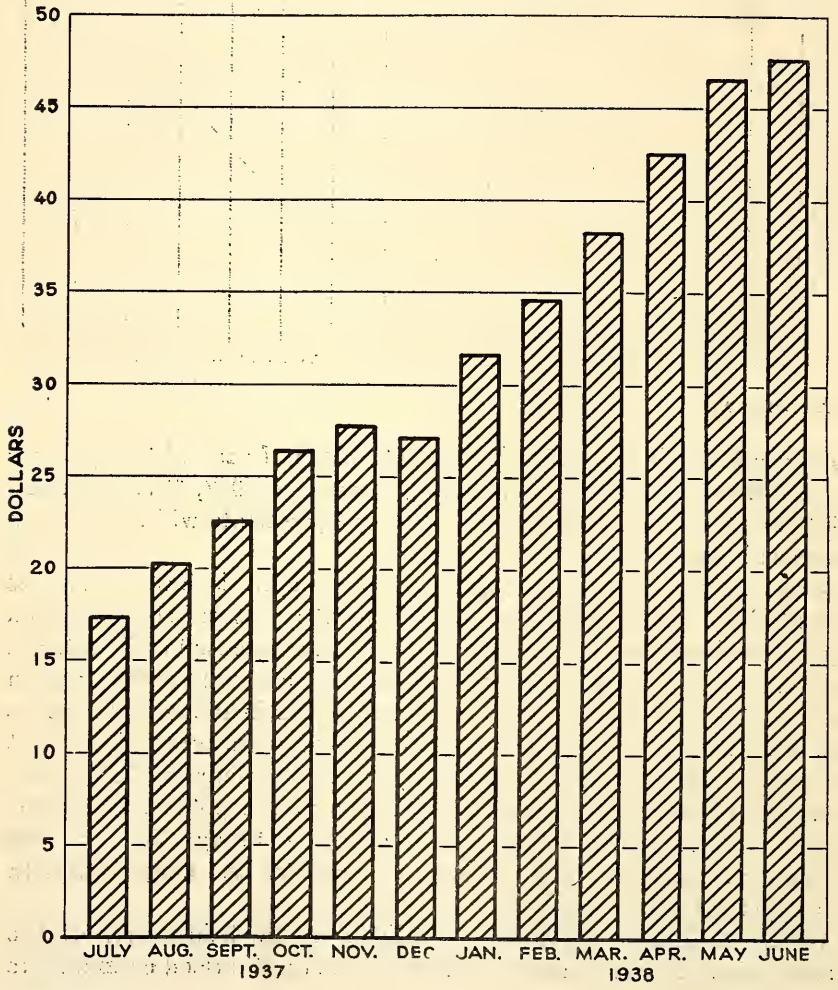
The number of claims received by the Board is lower than the potential number indicated by early estimates. It is believed that a lag is occasioned in part by the fact that some potential claimants are not aware of their rights under these provisions of the program and in part by the necessarily small amounts payable in many instances at this initial period. Claims are being entered more promptly, and it seems probable that, as the amounts continue to increase, the number filed will constitute increasing proportions of the potential number. Educational efforts have been made, especially through the personnel of regional and field offices, to acquaint workers and employers with this aspect of the program.

Claims ordinarily are handled initially in the field offices of the Board, where the staff assists workers or other authorized claimants to

[4] The average for payments certified by the Board in October 1938 was $61.81.

assemble the necessary information and fill out the required forms. Procedures have been made as simple as is possible in view of the requirements of the law and the responsibilities inherent in handling public funds. When the necessary data have been assembled, the claim is forwarded to Washington for adjudication and certification to the Treasury. Adjudication of a worker's claim for a lump-sum payment at age 65 involves four prime factors: identity, age, work in covered employment, and wages. Information contained in the

Chart 8.—Old-age insurance: Average amount of lump-sum payments certified, by months, July 1937–June 1938[1]



[1] See table B–10.

pertinent forms is checked to determine the acceptability of the evidence presented. In adjudicating a claim payable to a worker's relatives or estate after his death, it is necessary to have additional information, i. e., proof of death and of the relationship of the claimant. It is often necessary also to have an opinion of the General Counsel of the Board as to the applicability of State laws of inheritance, exemptions, and priorities, since the Board may pay amounts not exceeding $500, otherwise payable to an estate, to the persons found by the Board to be entitled to receive them under the law of the State in which the deceased worker was domiciled. Some 2,500 opinions on such points have been supplied by the Office of the General Counsel.

Increased experience and improved procedures for handling claims have cut down very considerably the time required for these processes. For claims certified at the beginning of the fiscal year the time required for all steps from receipt of the claim in the field office to issuance of the check by the Treasury averaged a little more than 36 calendar days for claims for payments at age 65 and a little more than 41 calendar days for claims for payments at death. Analysis of claims certified in June 1938 indicates that despite the greater volume of adjudication, the time required for handling all processes from receipt in the field to issuance of the check had been reduced to an average of less than 22.5 calendar days for claims at age 65 and less than 25 days for claims at death.

Financing Old-Age Insurance

Benefits under the Federal old-age insurance program are paid from the old-age reserve account maintained by the United States Treasury Department in accordance with the provisions of the Social Security Act. Data on operations conducted in the fiscal year and on the status of the account as of June 30, 1938, supplied by the Treasury Department, are given in the appendix.

Among events significant for the financing of old-age insurance was the decline during the fiscal year in employment and pay rolls and consequently in taxes payable under title VIII of the act. As a result of the decline in pay rolls, the obligations incurred by the Federal Government in 1937–38 for future payments to potential beneficiaries under the program were somewhat less than would otherwise have been the case, since benefits are based on wages received in covered employment; tax payments, of course, also were less than the amounts estimated in appropriating the annual "premium" authorized by the act for transfer to the old-age reserve

account. A further factor affecting the amount of taxes collectible in the year resulted from a change in procedures. Beginning with January 1938, these taxes were payable quarterly rather than monthly; collections relating to covered employment in the last quarter of the fiscal year therefore were not made until after that year had ended.

The Old-Age Reserve Account

Cumulative collections under title VIII of the act, as of June 30, 1938, were substantially equivalent to the sum, as of that same date, of cumulative transfers from appropriations to the old-age reserve account and cumulative disbursements for administration of old-age insurance and for lump-sum payments to beneficiaries. A further transfer of $38 million was made to the account on July 1, 1938. Of the $500 million appropriated by Congress to the old-age reserve account for the fiscal year 1937–38, in accordance with the act's authorization, a balance of $113 million remained on June 30, 1938, and was reappropriated for the year 1938–39. As of June 30, 1938, the holdings of the account comprised $662.3 million in special 3-percent Treasury notes plus a balance of $1.9 million to the credit of the disbursing officer. Interest on reserve account holdings, which is credited at the end of each fiscal year, amounted to $15.4 million for 1937–38.

The use of a reserve basis for financing old-age insurance has been the subject of considerable discussion during the fiscal year and of much study by the Board. A reserve system implies a recognition of certain factors which have sometimes been overlooked in general public discussion. Among these are future increases in disbursements. Under a system which pledges future payments based on wages received over a period of years, expenditures will rise as average benefits become larger because of the accumulation of earnings over lengthening periods of employment, and as increasing numbers of persons covered by the system become eligible for benefits.

Beginning with 1942, qualified workers who retire at 65 or later will be entitled to monthly payments for the rest of their lives so long as they do not reenter regular employment. The number of these beneficiaries will increase for many years until the system reaches a temporary balance between the number first eligible for monthly benefits in a given year and the number for whom benefits are terminated in that year by death. Under the old-age insurance system or any alternative method of making social provision for the aged the changing age composition of the population will serve to increase future costs. Birth rates were relatively high at the beginning of the twentieth century, and as a result of the subsequent decline,

especially in recent years, persons aged 65 or more will comprise for many years to come an increasing proportion of the total population. As in the past, this change in age composition may be accelerated by progress in sanitary and medical science, which is serving to increase the proportion of the population who live to reach middle age and old age. It was estimated in 1935 by the Committee on Economic Security that by 1970—that is, by the time persons now in their early thirties reach retirement age—individuals aged 65 and over will constitute one in ten of the total population.

Many millions of men and women of all ages, from boys and girls in their teens to persons who are nearing or have reached age 60, are now building up, under title II of the act, rights which will entitle them to monthly old-age benefits when they are 65. The amounts which the Congress appropriates each year to the reserve account, to be invested in Government bonds or obligations guaranteed by the United States, represent the provision which the Government is making, year by year, for future payments to such workers when they are old. The act specifies that the obligations purchased for the account shall bear interest at not less than 3 percent a year. The purpose underlying the enactment of the legislation was that the account, including both appropriations and interest, would make it possible to finance the benefits pledged for the future with ultimate tax rates no higher than the maximum of 3 percent each for employers and employees now specified in title VIII for 1949 and thereafter.

Methods of Financing

There are many ways in which an old-age insurance system may be financed. Among these are use of general or special taxes or of contributions paid by covered workers and their employers, or various combinations of taxes and contributions. Sometimes a system financed largely by contributions from workers and employers receives additional support in the form of a government subsidy. In any of these combinations a reserve may or may not be accumulated. It should be pointed out that the choice of a method of financing social insurance is governed by such factors as the period over which the system has been in operation, the nature and extent of the risks covered, and the proportion of the population to which the program applies. While the present coverage of our Federal system affords protection to a large share of the gainfully occupied population, an opportunity to qualify for benefits has not yet been extended to all workers. When coverage is limited, a subsidy from general tax funds for the support of a system means, in effect, a tax on all for benefits for which not all can qualify. Alteration of present coverage pro-

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visions or the institution of different rates or other forms of benefits might change very substantially the nature of the relationships now assumed between the present tax and reserve provisions of the Social Security Act.

These and other questions relevant to financing the old-age system have been under careful study by the Board. During the past year, the Advisory Council on Social Security also has considered these matters in relation to present provisions of the act from the many points of view of its members, who represent employees, employers, and the general public. The Board wishes to call attention to statements concerning the present system adopted by that Council in April which are quoted in part on pages 17 and 18 of this report. At that time the Council also recommended that no reduction be made at present in the current rate of taxation under title VIII of the act since "information will not be available for some time concerning (a) tax collections under the title under varying conditions of business, (b) effective coverage under taxes and benefits, (c) average covered wages, period of coverage, time of retirement, rate of mortality, and average amount of benefits, (d) possibilities of covering farm labor, domestic employees, or self-employed persons and (e) the possibility of widening the scope of benefits."

Future Development of Old-Age Insurance

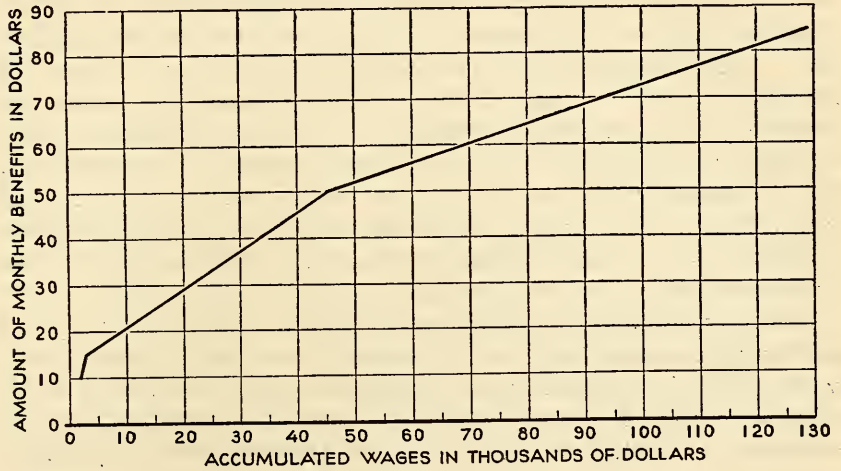
In addition to studies of the financing of old-age insurance, the Board, at the direction of the President, has considered a wide variety of questions concerning the possible revision or extension of the Federal program. These questions include the advisability of providing for the payment of monthly benefits earlier than 1942; higher monthly benefits for workers who qualify in the early years of the program; extension of benefits to workers incapacitated before age 65; less rapid increase of taxes under title VIII; allowances for dependents and survivors of insured persons; and the extension of coverage to occupational groups now excluded. During the year the different features of such plans have been analyzed.

Doubtless many workers now in excepted occupations may acquire benefit rights at some later periods by working in covered employment. Such rights, however, would not be as complete and as extensive as would be the case if provisions were modified to bring some or all of the excepted occupations under the system. Consideration of the costs of the system must also take into account individuals who usually work in excepted occupations but engage in covered employment from time to time to an extent sufficient to qualify them for monthly old-age benefits. The present benefit formula is so con-

structed as to yield relatively higher benefits to workers whose aggregate wages from covered employment are low, a group which will include many persons who are engaged in covered employment only occasionally and who work elsewhere during most of their lives. Full coverage of workers in the excepted occupations, therefore, probably would decrease the relative costs of the system.

While the present coverage provisions specify a considerable number of exceptions, with special problems connected with each, there are certain general considerations which govern the excluded employments and occupations. The most important general differentiation within the excepted group is the distinction between those in which there is an employer-employee relationship and self-employment, where there is not. Workers in the former are, in substance, in a

Chart 9.—Old-age insurance: Relation of amounts of monthly benefits to total taxable wages for employment prior to age 65[1]



[1] See table B–1.

situation similar in many respects to that of covered workers, and they may be included in the system without changing its present nature. To include the self-employed within the present program would require specific adjustments.

The excepted employments may be further subdivided into those which were excluded for miscellaneous reasons and those excluded primarily for administrative reasons. In the former group there are employment in nonprofit organizations, maritime employment, and public service—Federal, State, and local. Some of these employments were excluded because of constitutional limitations; some because they are considered to be covered by existing programs; and

some for historical reasons. There are no serious impediments to the inclusion of all these groups except that certain differentiations in procedure might be necessary for legal reasons.

The employments excluded primarily for administrative reasons are agricultural labor, domestic service in private homes, and casual labor not in the course of the employer's business. In general, the dominating administrative reasons for excepting these types of employment are: first, the high ratio of employers to employees, which means that employer tax returns would be difficult to handle; second, earnings which in many cases consist largely of payments in kind and hence may lead to certain administrative difficulties in determining income and in collecting the necessary contributions. Coverage of agricultural workers and coverage of domestic servants present difficult problems of tax collection and of wage recording. Once it is recognized that in the long run many of these workers will acquire account numbers and may, through other employments, gain some rights to benefits, and, further, that an administrative organization will be maintained throughout the country, the question is somewhat changed. In broad terms, there are no insurmountable difficulties involved in the extension of coverage to these two particular classes, though in some instances specific measures remain to be worked out. The outstanding problem is how to obtain sufficiently complete participation of such groups to protect the finances of the program without undue increase in administrative costs. Various possibilities for accomplishing this purpose have been canvassed.

The Board feels that the experience gained in the first three years and the rapidly mounting body of information available through studies and from the results of present operations have laid a basis which will soon warrant further steps to make the system of Federal old-age insurance more inclusive in its provisions and more generally applicable.

· III ·

UNEMPLOYMENT COMPENSATION

In unemployment compensation, employers, and in some States employees also, contribute a definite proportion of pay rolls or wages to a special fund, from which qualified unemployed workers may draw benefits, limited as a rule by the amount of their prior employment or wages. In its principles unemployment compensation is similar to Federal old-age insurance, since benefits and wages are related. Under the unemployment compensation program the hazard against which protection is available is the recurrent, short-term risk of involuntary unemployment while employable; under the old-age insurance program, it is the future, long-term unemployability of old age.

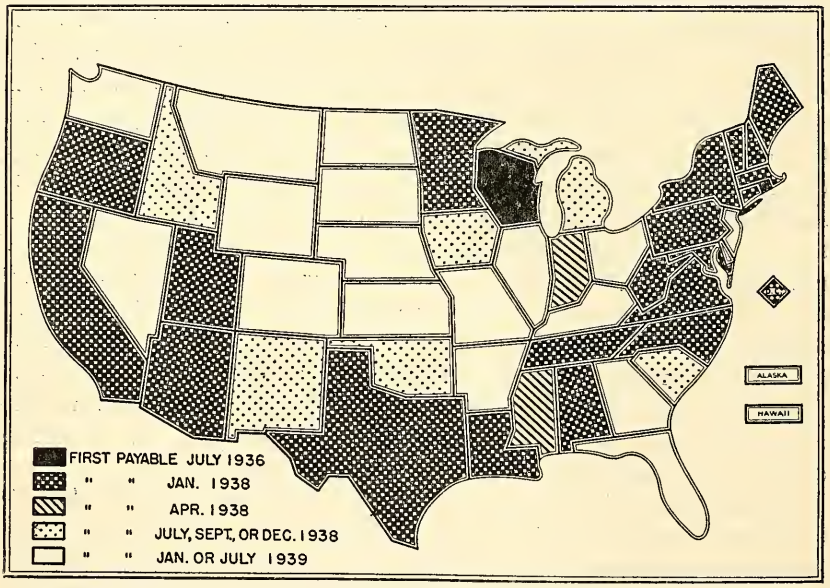
The first two years of Federal-State cooperation in unemployment compensation were characterized by rapid State acceptance of the principles of the program. By July 1937 all 48 States, the District of Columbia, Alaska, and Hawaii had enacted laws which met the requirements for approval under the Social Security Act; all but two of these laws, those of Missouri and Illinois, had been approved by the Social Security Board; and Federal grants had been made for administration of all but four. In July 1937, the Board approved the laws of Missouri and Illinois, which had been enacted on June 17 and June 30, 1937, respectively. Federal administrative grants were certified for all jurisdictions for 1937–38, and these grants amounted to nearly $42.3 million as compared with $9.1 million for the year preceding. About one-third of the amount certified by the Board for 1937–38 was granted for expansion of the State employment services to meet their additional responsibilities in connection with the unemployment compensation program.

By the close of the fiscal year 1937–38, unemployment benefits were being paid to eligible unemployed workers in 24 States and in the District of Columbia; in 3 States benefits first became payable in July 1938 and in 3 States during later months of this calendar year. In 16 additional States and in Alaska and Hawaii benefits will become payable in January 1939, and in the 2 remaining States in July 1939. The time at which benefit payments are initiated in a State reflects the date of enactment of the State law and the date with respect to which employers became liable under that law for contributions on their pay rolls. As a condition of Federal approval a State law is

required to defer benefit payments until two years after the date for which employers' pay rolls first become subject to contributions.

In the 24 States and the District of Columbia, where benefits were paid for periods during the fiscal year 1937–38, a total of $179.5 million was paid out in 17.8 million separate payments. In general, each payment represented compensation for a week of total or partial unemployment. In all these jurisdictions but Wisconsin, benefit payment began within the first six months of 1938. The recession in the autumn of 1937 had thrown large numbers of covered workers out of jobs, and many of these workers had acquired wage credits which entitled them to benefits. The large number of claimants, the first computation of wage credits from employer reports, the initial registration of many workers for employment, and the need to explain the legal requirements of waiting periods and the basis of benefits,

Chart 10.—Unemployment compensation: Month in which benefits first payable under State laws[1]



[1] Laws as of June 30, 1938. See table C-1.

taxed to the utmost the unemployment compensation machinery. January benefit payments were limited by waiting-period requirements, since in almost all States the first compensable week of unemployment was the third or last week of the month. By April benefit-payment operations were approaching a more stable basis in the States which began to receive benefit claims in January.

Functions of the Social Security Board

Under the Social Security Act the Board has two statutory responsibilities in the administration of the Federal-State unemployment compensation program. It certifies each year to the Secretary of the Treasury, for tax-credit purposes, the State laws which conform with the standards prescribed in title IX of the act; it also certifies grants to defray necessary costs of administering the State program for those States which, in law and administration, conform with the standards prescribed in title III of the act. Funds are certified in the amounts determined by the Board to be necessary for the proper administration of State laws. The States are required to report their operations and expenditures of the funds granted. Analyses of such reports are used in determining standards for future grants, and accounting records are maintained to determine that Federal funds have been expended for the purposes for which they were granted. Activities of the Board in the field of unemployment compensation are primarily the responsibility of the Bureau of Unemployment Compensation, which, in certain functions, collaborates with offices and bureaus of the Board charged with services in the fields of law, accounting, statistical reporting, research, personnel administration, and public information.

Federal Grants for Administration

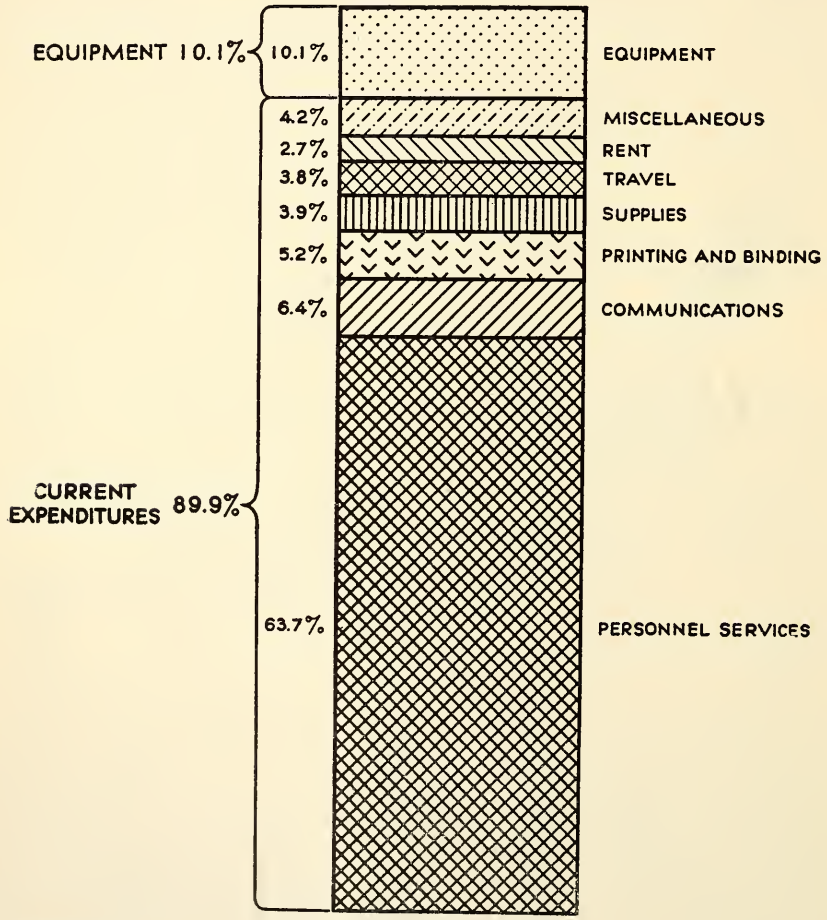
Federal grants certified by the Board to the Secretary of the Treasury for unemployment compensation administration during the fiscal year 1937–38 amounted to nearly $42.3 million, more than four times the amount certified for 1936–37. Federal grants for unemployment compensation administration, prior to July 1, 1937, contained no sums for the expansion of State employment services. For 1937–38, $14.4 million of the total amount certified was allocated to meet the expenses of expanding employment services in the 28 States which utilized or were preparing to utilize employment offices in the unemployment compensation program.

Ordinarily States submit advance estimates of the sums needed for the administration of their laws during the ensuing quarter. After review of these estimates, the Board certifies to the Secretary of the Treasury the sums to be paid to the States. The Board, however, has certified supplemental payments for a quarter when it has determined that additional amounts were requisite for proper administration. At the close of the fiscal year, administrative standards were being developed to afford a more scientific basis for the appraisal of budgetary requests for the State unemployment compensation and

employment service administrations. The operating experience of the States, as reflected in their financial reports, has been utilized and studies have been made to establish objective standards for the measurement of administrative costs. The use of these standards in the budgetary program will afford the State agencies more flexibility in their operations and will be of material assistance to the Board in meeting the problems of financing unemployment compensation administration.

The unexpectedly large volume of claims arising from the business recession early in 1938 increased administrative costs in the States

Chart 11.—Unemployment compensation: Distribution of total State expenditures for administration, excluding employment service, fiscal year 1937–38 [1]



[1] See table C–13.

beyond the original estimates of the Board. A shortage of administrative funds developed which required measures to reduce expenditures to a minimum without handicapping the State programs. Major difficulties were encountered because of the diversity of problems and practices in the various State unemployment compensation laws and systems. The Board believes that progress has been made toward solution of these problems and that, as operations are stabilized, adequate administration probably will require no more than 10 percent of the contributions collected under State laws. Data on Federal funds granted to the States for administration of unemployment compensation, including expansion of employment services, and on the percentage distribution of State expenditures are given in the appendix.

Approval of State Laws and Procedures

Prior to the certification of each administrative grant the Board must find that the State law and its administration are in conformity with the prescribed standards. Hence the Board exercises a fairly continuous scrutiny of the State statutes and amendments to these laws, and of administrative policies and procedures. During the fiscal year 14 States amended their laws. Many of these amendments followed recommendations which the Board has issued and revised from time to time in the light of continued study and operating experience in the States. The diversity of the 51 approved unemployment compensation programs is ample testimony to the initiative States have exercised in formulating their statutes and in establishing their operating procedures. Variations in State laws run the gamut from fundamental differences in the basic philosophy underlying the allocation of costs of unemployment compensation—through coverage, benefit amounts, duration, and type of administrative agency—to procedures in administration.

The Board may not approve a State law if it denies benefits to any otherwise eligible worker for refusing to accept new work under any of the following conditions: "(A) If the position offered is vacant due directly to a strike, lockout, or other labor dispute; (B) if the wages, hours, or other conditions of the work offered are substantially less favorable to the individual than those prevailing for similar work in the locality; (C) if as a condition of being employed the individual would be required to join a company union or to resign from or refrain from joining any bona fide labor organization." The conditions of Federal approval also require the States to deposit all sums collected under their unemployment compensation laws in an unemployment trust fund in the Federal Treasury and to use the funds withdrawn from this account solely for the payment of benefits to unemployed

workers eligible under their own laws. Except to the extent that the Federal Government pays interest on the State deposits in the unemployment trust fund, Federal funds form no part of the actual compensation paid to unemployed workers.

Interchange of Information

Because it prescribes the scope and character of the reports to be submitted by the States, receives such reports from all State agencies, and makes reports, as required by Congress, on the progress and achievements of the unemployment compensation program, the Social Security Board is able to serve the States as a clearing house and as a center of information. Unemployment compensation is a new field of labor legislation in the United States. Foreign practices and precedents are of little value because no foreign country has the problem of interstate relations characteristic of our system or has used certain procedures employed in the United States in a coordinated system of Federal and State legislation. To place 51 systems on a sound working basis in relation to a Federal statute has required the joint efforts of all Federal and State officials concerned with the program. Trial-and-error methods have been the only guide in many fields of activity. State unemployment compensation administrators and technicians frequently call upon the Board for assistance in meeting practical problems connected with coverage definitions, records, benefit-payment and claims procedures, administrative organization, and standards for qualified personnel. Such uniformity as can be achieved in regulations and practices under the State laws is desirable as a means of avoiding unnecessary complexities of interstate relations.

During the fiscal year 1937–38 the Board established a system of statistical reporting for State agencies to provide comparable data on the operation of all 51 programs. These reports, furnishing data on coverage, contributions, claims, benefits, and, indirectly, on employment service operations, are kept at a minimum. Experience in the operation of the unemployment compensation system, as reflected in data reported to the Social Security Board, should contribute substantially to knowledge of our industrial structure. To this end, the Board has given close attention to the development of definitions and units which can be integrated with other indexes of economic conditions. The Social Security Board has prepared an industrial code which is now in use by all State unemployment compensation agencies for the classification of their employer reports on employees and wages. A committee of the Central Statistical Board, which includes representatives of the Bureau of Labor Statistics, the Bureau of the

Census, the Social Security Board, and other Federal agencies, is using this code as the basis of the development of a standard industrial classification of manufacturing and nonmanufacturing groups for the use of Federal and State agencies.

Many provisions of State laws require analysis of data by State agencies before regulations may be put into effect. Among these pending questions are the inclusion or exclusion of seasonal unemployment, the treatment of interstate employment, the definition and treatment of partial employment, and the application of "merit-rating" principles to employer contributions. The evaluation of just and workable standards in all these aspects of unemployment compensation demands analysis of all phases of operation and the cooperation of all agencies concerned with the program.

As a continuing service to State agencies, the Social Security Board collects, analyzes, codifies, and indexes Federal and State rulings on general questions of coverage, wages, and contributions, and State decisions on appealed benefit claims. These data are compiled and issued periodically in series included in the Unemployment Compensation Interpretation Service. British Umpire decisions also have been codified and published to present the nature and outcome of certain issues which have arisen in appeals under the British unemployment insurance system. Memoranda, manuals, and other types of publications relating to unemployment compensation administration and to research in this field are prepared by the several bureaus and offices of the Board concerned with special phases of the program and are distributed to State administrators as a means of keeping them in touch with developments in unemployment insurance in this country and abroad.

Administration of State Laws

Under the Federal-State unemployment compensation program, States develop their own systems. They determine the employments which are to be covered by the program; the maximum and minimum benefits to be paid and the ratio of benefits to previous earnings or employment; the duration of the waiting period before an insured worker may qualify for benefits; and other qualifying conditions for the receipt of benefits. The States also set the rate of employer contributions and determine whether these contributions are to be pooled in one fund or kept in separate accounts for each employer. If separate accounts are maintained, the State determines whether benefits are to be paid to unemployed workers only from the accounts of their prior employers or whether these employer accounts shall be used merely in adjusting rates of an employer's contributions in relation

to the extent of compensable unemployment among his workers. States also determine whether the group of employers subject to contribution shall be identical with those subject to the tax levied under the Social Security Act upon the pay rolls of employers of eight or more. When the State law is approved by the Board, employers in the State are permitted to offset, against as much as 90 percent of the Federal tax, the amount they have previously paid as contributions to the State unemployment fund.

Coverage of State Laws

Benefits are payable only to workers whose previous employers were liable for contributions under State laws. Since agricultural employment is covered only in the District of Columbia, the number of insured workers varies with the extent of industrialization in a State as well as with the population and with the size-of-firm provisions for coverage by the State law. It is estimated that, as of May 1938, there were approximately 27.6 million workers who had earned wage credits in some prior period of employment covered by the State laws and that, as of that date, 668,000 employers had been subject to State laws. Not all workers with wage credits will be eligible for benefits if unemployed, since there will be cases in which a worker's earnings in a specified period are insufficient to satisfy the eligibility provision of the State law. This is particularly true of workers who enter covered employment for brief periods; many such workers will be found in States in which part of the industrial labor reserve is composed of workers who are ordinarily engaged in agriculture.

In these estimates five States stand out conspicuously as accounting for the largest numbers of workers with wage credits. New York with 4 million, Pennsylvania with about 3.1 million, Ohio and California with about 1.7 million each, and Illinois with 1.6 million, together contain fully 40 percent of the estimated total for the United States. These States also account for more than 50 percent of the estimated number of employers subject to State laws. The 25 jurisdictions in which benefits were being paid at the close of the fiscal year 1937–38 had an estimated total of 17.7 million workers with wage credits, accounting for 64.2 percent of the estimated total of insured workers; the employers in these benefit-paying States represented 67.6 percent of the estimated total number subject to unemployment compensation laws.

As of June 30, 1938, 27 States and Alaska include employers of eight or more during a stipulated period. One State (Connecticut) includes employers of five or more; 9 include employers of four or more; 2, employers of three or more; and 8 States, the District of

Columbia, and Hawaii make no size-of-firm exclusion. Within the past year amendments were enacted in two States extending coverage to include smaller firms. At the beginning of the fiscal year Wisconsin extended its coverage from employers of ten or more to employers of eight or more during the remainder of 1937, seven or more during 1938, and six or more thereafter; and California changed its law to include employers of four or more. An earlier amendment to the Maryland law became effective in January 1938, so that the law now includes employers of four or more rather than employers of eight or more. The Massachusetts law, which was amended in May 1937, now provides that employment of four or more in 1938 makes the employer subject on January 1, 1939. The annual reports of the State unemployment compensation commissions of Rhode Island and South Dakota contain recommendations that the laws be amended to include smaller firms. Michigan was the only State to amend its law during the year to make it apply only to establishments of larger size; the law now is applicable to employers of eight or more; previously employers of one or more were subject when their annual pay rolls exceeded $6,000.

The types of employment excepted are not uniform in all States, though in general these provisions of State laws specify exceptions similar to those in title IX of the Social Security Act. The most extensive exceptions comprised in the Federal act and in nearly all State laws are agricultural labor, domestic service in private homes, governmental service, and self-employment.

In order to identify individual workers covered by their systems, the States have requested employers to report their workers by name and by the employee account number issued by the Social Security Board. The Board has cooperated with the State unemployment compensation agencies by assigning account numbers to workers covered under the State laws but not under the Federal old-age insurance program.

The Railroad Unemployment Insurance Act, approved June 25, 1938, has a bearing on activities of the Social Security Board. This act, administered by the Railroad Retirement Board, amends the Social Security Act to provide for payment into the railroad unemployment insurance account of specified amounts which States have collected from railroad employers or workers under their unemployment compensation laws and provides that the Social Security Board shall not certify administrative grants to any State unemployment compensation agency if the Board finds that the agency does not make its records available to the Railroad Retirement Board or does not afford reasonable cooperation to any Federal agency administering an

unemployment insurance law. Various adjustments will be necessary to assure that railroad workers who have acquired wage credits toward benefits under State unemployment compensation laws will not lose such rights when, on July 1, 1939, State coverage is terminated in favor of the Federal system. The Social Security Board is cooperating with the Railroad Retirement Board and the State agencies to effect the necessary adjustments.

Administrative difficulties arising from the definitions of employer liability are common to most States and usually are attributable to questions based upon the relationship between the employer and the workers in his service, or to the marginal employments which may or may not be excluded. Problems growing out of subcontractor and agency relationships, for example, have occurred in many States. Several of the State annual reports received by the Board contain comments on the difficulty of holding a principal contractor responsible if the subcontractor does not pay the contribution due with respect to the latter's employees. In defining coverage the problem of distinguishing agricultural labor from service in quasi-agricultural pursuits is very common. Such questions are being litigated in the courts in several States. Rulings from the courts are being sought with respect to the coverage of processors of agricultural products and of naval stores; dairy employees; employees of contractors who merely harvest a crop; and other employees whose employment is on the borderline between industrial and agricultural labor.

Benefit Procedures

With the beginning of benefit payments, the State agencies had to enlarge their organizations, employ and train new personnel, and establish procedures. Employment office activities had to be integrated with the new activities and employment services expanded so that local employment offices or itinerant service might be available to all covered workers. Before January 1938 only Wisconsin was paying benefits to eligible unemployed workers. The inauguration of the program in 21 States and the District of Columbia in January 1938, when unemployment was increasing, was a task to challenge the ingenuity of the best administrators.

Benefit-payment procedures must be worked out in each State to accord with the State law and the specific circumstances to be met. Because of the Board's responsibility for assisting State agencies, States have been requested to submit for review detailed plans for these procedures. The Board has offered all help within its power. State agencies have sent representatives to Washington to confer with

the Board's technical staff, and, on request, members of the staff have been detailed to serve in an advisory capacity in considering problems within a State.

In broad outline the procedure for benefit payments for total unemployment may be described by a common pattern. Upon becoming totally unemployed, the worker registers at the nearest local employment office to establish the fact that he is unemployed and is available for and willing to accept suitable work. In so doing he (1) calls upon the placement facilities of the employment service and (2) files his "initial" claim for benefits. The worker's statement of the reason for his unemployment may be checked in the central office by reference to an automatic separation notice from the employer or by requesting such a notice from the employer to verify the worker's statement.

The initial claim is forwarded to the unemployment compensation division at the central office of the State agency where, under the worker's name and employee account number, a record is kept of his wages or benefit credits based on employments covered by the State law. Having examined the record of the claimant, the central office then forwards the initial determination as to eligibility to the local employment office where the worker has filed his claim, indicating whether or not the worker has a valid claim for benefits, and the amount, rate, and duration of the benefits to which a worker's credits will entitle him if he remains unemployed and available for work. In a few States the worker receives his notification by mail from the central office. For weeks of unemployment following his registration at the employment office the worker must file "continued" claims, signifying his continued unemployment. Each continued claim forwarded by the employment office to the central office represents a certification that the worker continues to be unemployed and to meet the qualifications for a waiting-period week or a compensable week which would entitle him to the payment of benefits.

Under most State laws, a worker is usually disqualified from receiving benefits for a specified period if he has left his job voluntarily without good cause or was discharged for misconduct connected with his work, if his unemployment was due to a labor dispute, if he refuses suitable employment, or if he fails to register at the required intervals. If the worker or the employer disputes a determination, an attempt is usually made to adjust the matter informally. One of the conditions for the certification of Federal administrative grants to a State is that the State law in its provisions and administration must provide for an opportunity for a fair hearing before an impartial tribunal for any individual whose claim is denied.

States which began to pay benefits early in 1938 experienced

difficulties during the first few months in handling the large volume of claims and in making payments promptly. Recognizing their responsibility for the prompt payment of benefits, the Board has aided the States by granting funds for temporary personnel, which at times worked in three shifts for seven days a week to clear up the initial accumulation of claims. Some delays in payments were inevitable, however, because of the newness of the enterprise and the volume of operations, because of missing or duplicate employee account numbers, employers' delinquency in filing reports, lack of information on the part of the worker, and lack of training of administrative personnel. As administration became established and as workers and employers became familiar with their rights and obligations under the laws, many of the initial difficulties have been overcome.

Interstate Benefit-Payment Plan

A State system of unemployment compensation brings to the fore the question of methods of protecting the rights to benefits of unemployed workers who have moved away from the State in which such rights are acquired. An interstate benefit-payment plan has been developed to enable one State to use the employment office facilities of another for work registrations and for forwarding benefit claims so that workers may collect benefits in States other than those in which their rights were accumulated.

In October 1937 a plan for paying benefits to multistate workers was adopted by the Interstate Conference of Unemployment Compensation Agencies. The operation of the plan was contingent on its acceptance by the majority of the States. Procedures for implementing that plan were drawn up by the Interstate Conference Committee on the Interstate Benefit Payment Plan, meeting with members of the technical staff of the Board in December 1937 and March 1938. By the close of the fiscal year 1937–38, 42 jurisdictions had filed acceptance of the plan and several of the remaining nine had signified their willingness to adopt the procedures without formal acceptance.

Under the terms of the agreement, procedures were developed for paying benefits to workers who are not able to file claims in person in the jurisdictions where their benefit rights were accumulated, if such workers meet all the other eligibility requirements of the unemployment compensation law of the liable State, i. e., the State in which benefit rights were acquired. Benefits are paid by a liable State only in case the claimant is qualified for benefits according to its law. Covered employment in one State cannot be added to that in another for qualification purposes. Persons who habitually commute across State lines to their work are excluded from the plan if

they can register and claim benefits in the State in which they have been working. Under the plan, workers who are partially unemployed on their regular jobs may not receive benefits on the basis of wage credits accumulated under another State unemployment compensation law. Each liable State makes its own determinations on the basis of its own records. The State through which the claim is filed, or agent State, registers the claimant for work and certifies this registration when forwarding the claims for benefits to the liable State. The liable State pays the claimant directly. There is no transfer of funds from one State to another.

The procedures for paying benefits to multistate workers were submitted on May 1, 1938, by the Interstate Conference Committee to the State agencies for acceptance. Several States had worked out procedures under which such benefits were paid before that date. Among these were the New England States, which had made a regional agreement on interstate benefit payments effective in January 1938. Adoption of the Interstate Committee plan has increased the number of workers whose potential rights to benefits have this additional protection; it is estimated that at the end of the fiscal year approximately 84 percent of all covered workers were in the 42 States which had formally accepted the Committee plan.

Work remains to be done on the problem of including in a State unemployment compensation system workers who are not eligible under the law of any one State but who might become eligible for benefits if their wage credits earned in one State might be added to those earned in another.

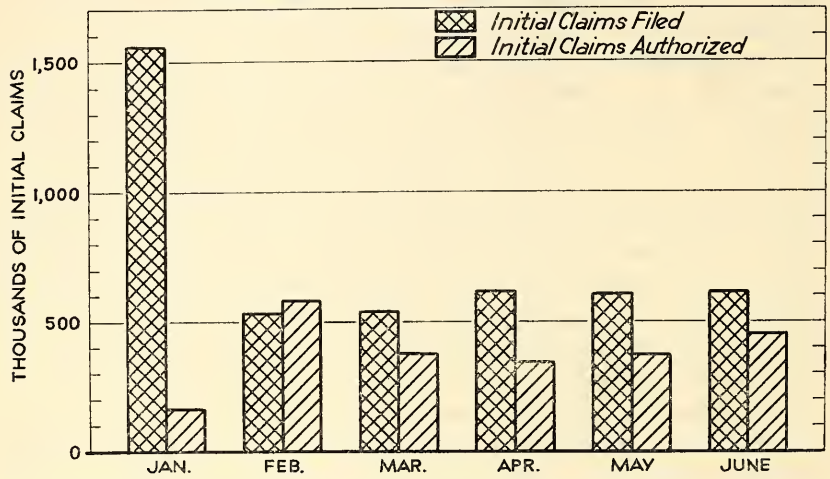
Claims for Benefits

All State unemployment compensation laws relate the weekly rate of benefits to wages. Subject to a maximum weekly benefit amount, which is $15 in most States, the benefit rate usually approximates 50 percent of the worker's full-time weekly wage. The most recent full-time weekly wage rate of a worker within a given period is taken as his full-time weekly wage, but, if this cannot be determined, one-thirteenth of his earnings for the quarter of highest earnings in the given period may be used as the worker's full-time weekly wage. Eligibility for benefits is usually determined in part on the basis of past earnings or employment, and generally duration of benefits is similarly based upon the amount of wage credits available during a specified base period.

To give an interval during which the initial work of determining employer liability and of collecting contributions could be accomplished, individual workers' wage credits for benefit purposes did not

begin to accrue under most State laws until a year after contributions were first payable. During the early stages of development, the State agencies were confronted with the task of deciding on the method of collecting this wage information for individual workers. Two alternatives were open to them: They could collect wage information currently for each covered worker or they could collect wage

Chart 12.—Unemployment compensation: Initial claims for benefits filed and authorized for payment, by months, January–June 1938[1]



[1] Not including claims in 3 benefit-paying States for which complete data are not available. See tables C–3 and C–4.

information for each individual only when he was separated from employment, such information covering the wage record from the date on which wage credits began to accrue to the date of separation. Current wage reporting is in more general use.

Reports from the benefit-paying jurisdictions indicate that more than 5.7 million initial claims were received during the period January–June 1938, not including initial claims for partial unemployment received in Wisconsin, which reported claims for total unemployment only. New York State reported nearly 30 percent (1.6 million) of all initial claims, followed by Pennsylvania with 869,000 initial claims, Massachusetts with 425,000, and California with 387,000. The total for these four States represents nearly 60 percent of the total for all 25 jurisdictions. For all 23 jurisdictions accepting claims during the whole period January–June, January represented the peak load of initial claims; for the group as a whole, that month accounted for more than one-third of the total number reported for the first six months of 1938.

About one-half of the workers who filed initial claims in the first six months of 1938 received benefit payments. It is estimated that, generally, from 20 to 40 percent of the claims of eligible workers did not materialize into benefit payments because the claimants found new employment before the end of the last week of the waiting period or failed to signify continued unemployment. A claim is disallowed if the worker fails to report periodically at the employment service office, but most States permit short periods of grace before disallowance or excuse failure to report upon a showing of good cause. The main reasons for ineligibility for benefits were that the claimants had not been employed in covered industries and therefore had established no wage credits with the unemployment compensation agencies, or that the credits established were insufficient to satisfy the earnings requirements for eligibility at the time the claim was filed.

Benefit Payments

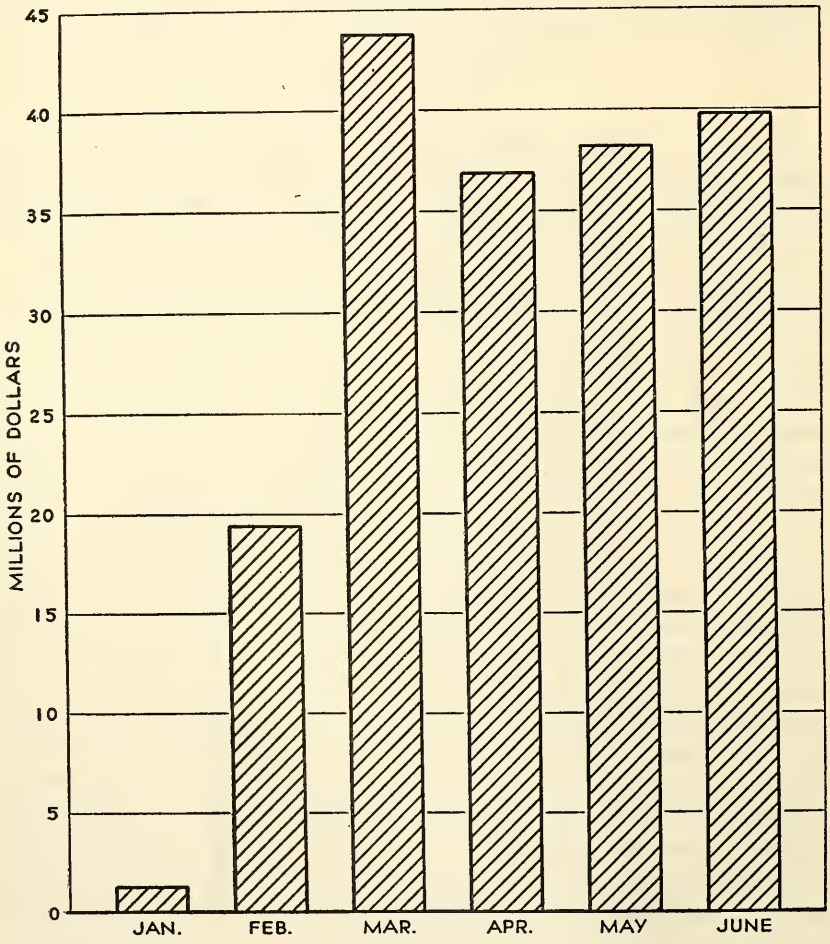
Nearly 17.8 million benefit checks totaling $179.5 million were issued by States in the period January–June 1938, including compensation for both total and partial unemployment. New York, Pennsylvania, Massachusetts, and California together accounted for more than half the benefit checks issued and for nearly three-fifths of the total amount paid. New York issued more than a million benefit checks in May, aggregating nearly $13.9 million, the highest total for any State for any month.

For the period January–June 1938 the average payment for total unemployment was approximately $10.50, with a range from $6.32 to $13.28 in the various States for which complete data are available. This average was between $6 and $8 in 5 States; between $8 and $10 in 7 States and in the District of Columbia; between $10 and $12 in 8 States; and between $12 and $14 in 2 States. For partial unemployment, the average payment was $5.48, on the basis of data for 16 States and the District of Columbia which reported these payments, with a range from $3.69 to $7.50 in the several jurisdictions. The average payment for partial unemployment was less than $6 in 12 jurisdictions and between $6 and $8 in 5 jurisdictions. The average size of the benefit payment is a reflection mainly of the provisions of the State law and of the previous wages of claimants. Comparisons between State averages may be misleading because of differences among the States in definitions of total and partial unemployment. For the 15 jurisdictions which reported benefits for both total and partial unemployment, the number of checks for total unemployment was six times as great as that for partial.

Appealed Claims

The Social Security Act provides that the Board may not authorize grants to any State for expenses of administering its unemployment compensation law unless the law of the State provides for an "opportunity for a fair hearing, before an impartial tribunal, for all individuals whose claims for unemployment compensation are denied." The State laws uniformly provide that, if an appeal is filed, the party appealing must be given reasonable opportunity for a "fair hearing." Many State laws also provide that payment of benefits to the claimant will be postponed pending the final decision on appeal.

Chart 13.—Unemployment compensation: Total amount of benefits, by months, January–June 1938[1]



[1] See table C–5.

In order to protect the claimant's rights and to prevent the postponement of his benefit payments through his filing an appeal needlessly, State agencies, with the assistance of the Board, have developed procedures for the special handling of claims in which the facts are in dispute, before such claims are appealed. If a controversy exists, the interested parties are called to the local office for a conference with the deputy before the initial determination is issued, and the facts in dispute are discussed informally. If this effort to reach an agreement fails, the initial determination is issued, and the statutory provisions governing appeals become applicable.

The State laws provide that, after the initial determination is issued, the claimant and certain "interested parties" have a right to appeal from the decision of the deputy within the statutory time. Appeal tribunals are provided to hear and decide such appeals. In membership the appeal tribunals may be of two types: In the one, an examiner, who is an employee of the State agency, acts alone; in the other, the examiner acts with a representative of employers and a representative of employees. In the latter type of tribunal the examiner acts as chairman of the three-member group. The Board has assisted States in the development of simple procedures whereby the persons concerned are permitted to present evidence and testimony and have an opportunity to question the opposite party and his witnesses and to discuss and rebut his evidence. The laws provide that, after concluding the "fair hearing," the appeal tribunal must notify the contestants of the decision reached and the reason for the decision. Unless there is further appeal, the decision of the appeal tribunal becomes final within the statutory time, and benefits are paid or denied in accordance with the decision.

If a party is dissatisfied with the decision of the appeal tribunal, he may file an application for leave to appeal to a board of review or the commission, depending on which body is designated for that purpose under the State law. This further appeal is not a matter of right under most State laws but may be granted or denied at the discretion of the body to which application is made. Most laws make an exception in two cases, granting a second appeal as a matter of right to the claimant if the decision of the appeal tribunal was not unanimous, and to the deputy whose decision was overruled. The laws usually provide that if the second appeal is granted the case may, at the discretion of the body hearing it, be reviewed on the prior record, or additional information may be required.

If the board of review or the commission hears and decides an appeal or refuses to hear an appeal, its decision is final, and benefits are paid or denied in accordance therewith unless a further appeal

to the courts is filed within a specified time. The court hearing the appeal is generally required by the statutes to confine its review to the principles of law involved and to accept, in the absence of fraud, facts found by the board of review or the commission if such facts are supported by the evidence.[1]

Personnel Standards

In unemployment compensation, as in public administration generally, the quality of personnel at all levels of operation is an important factor in determining the success or failure of the program. Efficient operation requires that State offices be staffed by qualified, well-trained, and competent personnel. The Bureau of Unemployment Compensation, with the assistance of the State Technical Advisory Service of the Office of the Executive Director, has aided State officials in developing objective personnel standards. The Board has consistently urged that States establish and maintain merit systems of personnel administration providing for: a classification plan based upon investigation and analysis of the duties and responsibilities of the positions; a compensation plan based upon salaries paid in comparable positions in other departments of the State; State-wide competitive examinations administered under independent nonpartisan auspices to give all qualified individuals an equal opportunity to compete for positions; appointment of personnel from lists of eligibles certified in order of merit on such examinations; a probationary period for all new appointees; periodic service ratings; promotion on the basis of qualifications and performance; security of tenure for satisfactory employees subject to orderly lay-off of surplus personnel; methods for removal of unsatisfactory employees; prohibition of political activity by employees; and adequate leave regulations.

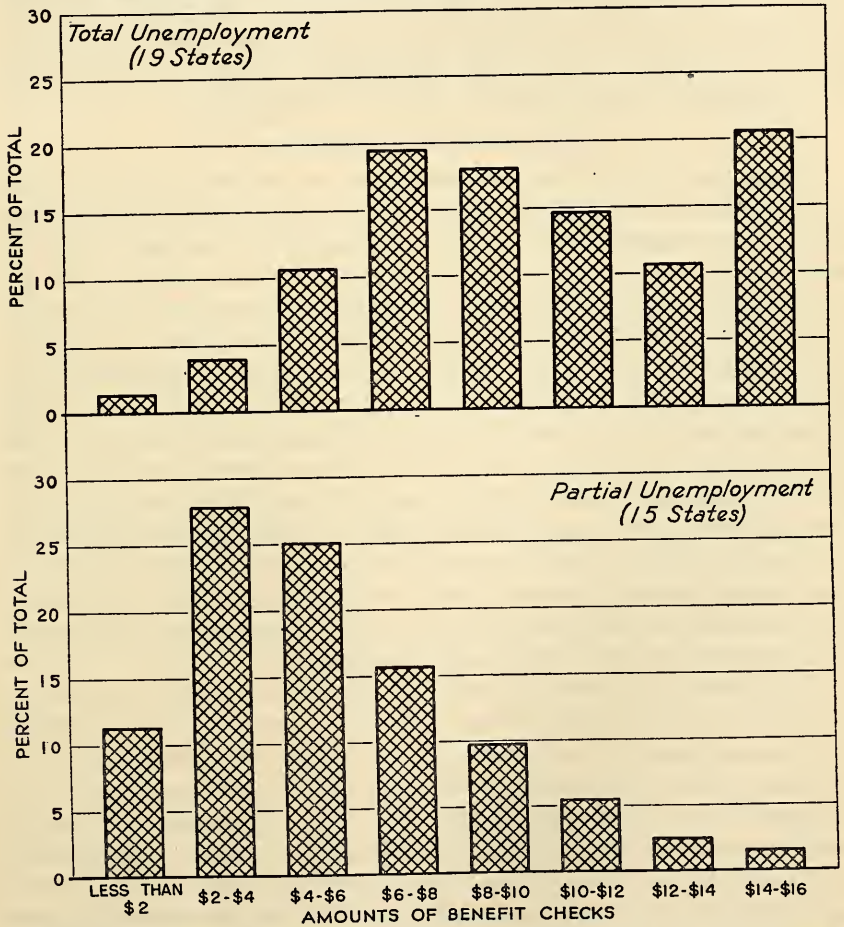
At the close of the fiscal year 1937–38, 11 State unemployment compensation agencies were subject to State civil-service laws in the appointment of personnel; 24 other State agencies had adopted regulations designed to establish a personnel program based on the merit principle; and 3 additional agencies were drafting regulations as a basis for the establishment of a merit system. In the remaining States, plans for the establishment of an adequate system of personnel administration were in varying stages of development.

In addition to 8 States where the State civil-service agency administered examinations for unemployment compensation personnel, by June 30, 1938, the competitive examination programs provided in their merit-system regulations had been undertaken by 24 State unemployment compensation agencies. At the request of State agencies,

[1] For data on appeals, see tables C–9—11.

the Board has given aid in these examination programs by directing the training, in Washington and in the field, of the supervisors, proctors, and oral examiners; by developing suggested examination material; and by giving technical assistance in methods of administering and scoring examinations, setting up registers, and certifying eligibles. Through its administrative grants, the Board has financed State examination programs under merit-system regulations found consistent with the standards in title III of the Federal act. The Board has also assisted 31 State agencies during the year in developing classification plans and schedules for compensating employees. Of

Chart 14.—Unemployment compensation: Distribution of benefits for total and for partial unemployment, by amount of benefit checks, January–June 1938[1]



[1] Data on the distribution of benefit checks by amount are not available for all benefit-paying States. See table C-7.

this group six were States where assistance was requested jointly by the unemployment compensation and civil-service agencies in setting up unemployment compensation positions within the State plan. Technical assistance has been given also in the development of training programs, service-rating systems, promotional policies, and other devices to increase the effectiveness of individual performance and of the career service as a whole.

Employment Service in Relation to Unemployment Compensation

With the initiation of benefit payments, the integration of State employment services in the unemployment compensation program has been a question of paramount importance. Experience with the demands placed upon local employment offices emphasized the necessity for maintaining the State employment service and the State unemployment compensation system as a unified service.

Interdepartmental Agreements

An agreement for effecting a unified service was made on March 30, 1937, between the Department of Labor and the Social Security Board. This agreement expressed the intention of the Social Security Board to accept its responsibility, on behalf of covered workers, for developing and providing funds for the State employment service as the need was established by the State, and to cooperate with the United States Employment Service in the maintenance and further development of standards for State employment services in order that the Board might have additional and reasonable criteria on which to base future grants for the expansion of State employment services. In proposing this agreement in February 1937, the Board recommended that the two Federal agencies take joint action in planning for the participation of the State employment service as part of the State unemployment compensation system, on questions relating to financing, methods of administration, plan of organization, procedures, standards of operation, statistics, and training.

The Board, in cooperation with the United States Employment Service and the State administrative agencies, has consistently developed and strengthened the fundamental principles expressed in these policies. The major problem has been to provide, under the State administrative agency, plans and methods of administration which would assure the most effective performance of employment service and insurance functions. The common problem of State and Federal agencies has been to eliminate unnecessary duality of administration and to formulate and revise standards to meet the requirements of the unemployment compensation program.

Policies and procedures jointly adopted by the Social Security Board and the Department of Labor indicate significant progress in the solution of common problems of administration. Provision was made subsequently for the establishment of joint bureaus of research and statistics to serve both employment service and unemployment compensation purposes. Joint fiscal control, under the State administrative agency, was made possible in November 1937 by agreement that the agency could elect to keep specified accounting records for the employment service either in the office of the State agency or in that of the State employment service. Application of desirable and uniform standards of personnel administration within each State has been the objective of both Federal agencies. In order to provide for necessary flexibility in assignment of personnel, there has been joint consideration of classification and compensation plans. Training programs for the personnel of State agencies show an increasing trend toward joint administration for the employment service and unemployment compensation divisions. The requirements of the unemployment compensation program have required formulation and revision of standards relating to the operation of the State employment service. These were reflected in the revision of the rules and regulations of the United States Employment Service, as of June 22, 1938, as well as in manuals relating to premises and operating procedures.

The Board and the United States Employment Service have shared the responsibility for assisting the States in the further development of State employment services. The headquarters staff and the field staff of both agencies assigned to this task have attempted to operate as a single service to deal with problems relating to staffing and organization of the employment service, planning of premises, management, and operating procedures. Elimination of unnecessary duplication of service and expenditures requires that the local employment office be considered an administrative unit for both employment service and unemployment compensation purposes. According to the accepted pattern, the manager of the local office is administratively responsible for the performance of all its functions within the area served by the office.

The experience of the past year has indicated that the administration of all aspects of the unemployment compensation program, including employment service, must be the responsibility of the State administrative agency. The Board is of the opinion that unification of fiscal control, field supervision, personnel and matériel management, research and statistics, and local office control is most desirable from the standpoint of economy and efficiency. The Board is also of the opinion that an effective plan of organization, to achieve unification

in field operations, would be the establishment of a field operations division as a line division with unemployment compensation and employment service divisions exercising staff functions.

Expansion of Employment Services

In accordance with its agreement with the Department of Labor, the Social Security Board has made grants to State unemployment compensation agencies to provide for the additional costs of administering the State employment services as required by the unemployment compensation program. Through procedures developed cooperatively by the Board and the United States Employment Service, the State administrative agencies were required to submit a proposed plan for the expanded employment service which included supporting data as to the geographic and industrial distribution of covered and other gainfully employed workers in the State. This proposal served as the basis for agreement between the Federal and State administrative agencies as to an approved plan of operation for the employment service, including the organization of the administrative office, the staffing of local offices and the limitation of their areas, and the schedule for additions to the proposed staff during the months prior to the beginning of benefit payments.

The approved plan and budget for each State employment service were made part of the necessary official documents in each affiliation agreement between the United States Employment Service and the State. The review and recommendations as to the budgets for State employment services were made jointly by the Board and the United States Employment Service. Revisions in the basic plan, when required on the basis of actual experience in the benefit-paying period, were determined by agreement between the State and Federal agencies.

Under the expanded program, for which the Board granted nearly $14.4 million, the number of State employment offices increased from 229 to 900 during the fiscal year. Personnel, as of June 30, 1938, totaled 11,115. In addition to the establishment of new offices, the unified system included offices previously operated under the National Reemployment Service.

Financing Unemployment Benefits

All funds collected under State unemployment laws are deposited by the State agency with the Federal Treasury to the credit of the State's account in the unemployment trust fund and are subject to withdrawal only for benefit payments. As of June 30, 1938, the unemployment trust fund contained a total of $881.9 million to the credit of all 51 jurisdictions. During the fiscal year 1937–38, a total of

$195.7 million was withdrawn by 25 jurisdictions for benefit payments. Total deposits by the 51 unemployment compensation agencies during the year amounted to $748.8 million as compared with $292.9 million in 1936–37; interest credited by the Treasury amounted to $15.2 million in 1937–38, as compared with $2.7 million in the preceding fiscal year. Deposits in 1937–38 included nearly $40.6 million credited by the Treasury to the trust fund accounts of 13 States and 2 Territories which had no unemployment compensation laws in 1936 but enacted laws during 1937. Data on the unemployment trust fund, furnished by the Treasury Department, are summarized in the appendix.

Benefits and Contributions

As of June 30, 1938, the unemployment trust fund contained a total of $485.4 million to the credit of the 25 jurisdictions which paid benefits before that date. On that date these States had, in addition, a total of $13.9 million in their benefit-payment accounts, withdrawn from the trust fund in anticipation of their requirements for benefits, and had $9.4 million in their clearing accounts, representing contributions collected but not yet transferred to the trust fund. Thus, at the end of the fiscal year, a total of $508.7 million was available for benefit payments by these 25 jurisdictions.

In 11 of these States and in the District of Columbia employers' contributions are payable monthly; in 13 States these contributions are payable quarterly,[2] and in these States the sums due on the pay rolls of the quarter ended June 30, 1938, were not collectible until some time after the close of the fiscal year. In comparing collections and payments in the first six months of 1938 it is necessary, therefore, to discuss the two groups separately. All these jurisdictions except Wisconsin inaugurated benefit payments within this period; for all but Wisconsin, therefore, there was an initial interval of two to four weeks in which, with relatively minor exceptions, unemployment was not compensable under State laws because of waiting-period requirements. This factor should be considered in comparing benefits paid and contributions received during these initial months.

As of June 30, 1938, the 12 jurisdictions with monthly collections had paid out approximately 85 cents for each $1 collected in contributions during the months within the period January–June 1938 in which benefits were payable. In 5 States benefits exceeded current collections. For each $1 of contributions collected, benefit payments in West Virginia amounted to $1.84; in Rhode Island, $1.65; Oregon, $1.37; New Hampshire, $1.28; and North Carolina, $1.03. New York

[2] The Indiana law specifies monthly payment of contributions except for employers who have permission to make quarterly payments. Since quarterly payments constituted the larger proportion of all collections in this period, Indiana is included among States with quarterly contributions.

and Vermont utilized nearly all current collections (86.9 and 80.8 percent, respectively) for benefit payments. The District of Columbia, Louisiana, and Texas had the lowest ratios, with percentages of 25.6, 34.2, and 34.6, respectively. No other jurisdiction paid out less than half its current collections. Benefit payments for the group, however, represented only about 27 cents out of each $1 of the cumulative contributions and interest received since the dates for which the respective State laws first required contributions, and no jurisdiction had paid out as much as 55 percent of the total received for that period.

Among the 13 States on a quarterly collection basis, all but 5 had paid out, by June 30, 1938, more than they had collected during the period in which benefits were payable. Among these States, California had the lowest ratio of benefit payments to current collections—39.2 percent. At the other extreme, Maine paid out in benefits more than twice the amount of current collections. As a group these 13 States paid out 90.1 percent of current collections. However, for these States also the ratio of benefit payments to the cumulative total of collections and interest shows substantial reserves; benefit payments made by June 30, 1938, represented 24.7 percent of total funds which had become available for payments since contributions were first collected. Maine was the only State to disburse as much as half of its cumulative total of collections plus interest. It must be recalled that in these States collections for the quarter April 1–June 30, 1938, had not been received by the close of the fiscal year.

It also must be remembered that for these and the other benefit-paying States except Wisconsin the demands on funds in the first half of 1938 included not only claims drawn on recently acquired wage credits but also those of workers who, had the system been in operation earlier, would have drawn all the benefits to which their earlier wage credits entitled them prior to January 1938. For this reason, and because of other administrative factors incident to the initiation of the program, State experience in these months is not necessarily typical of that to be anticipated in later periods.

During a period of business recession the State unemployment fund will bear a heavy strain for two reasons: The fund will have rising demands for benefit payments to eligible unemployed or partially unemployed workers, and, after a short period, collections of contributions will decrease because pay rolls on which the contributions are based will decline. This decrease in total funds available for benefits will be most marked in areas where covered industries are not sufficiently diverse to enable workers laid off by a depressed industry to obtain other work. The status of the State unemployment funds

at the end of the fiscal year indicates in some measure the depressed conditions which prevailed in some industries, particularly in States which had relatively little industrial diversification. It must be emphasized, however, that comparisons and interpretations of the status of State unemployment compensation funds at this initial period must take account of many factors, among them the various dates at which benefits became payable under the respective laws and State administrative procedures.

Type of State Fund

Eleven jurisdictions (Georgia, Hawaii, Maine, Maryland, Massachusetts, Mississippi, New York, North Carolina, Pennsylvania, Rhode Island, and Virginia) have established their unemployment funds as a State-wide pool to which employers contribute at fixed uniform rates. All other jurisdictions provide some method for adjusting employer contributions to the extent to which benefits are paid to each employer's former employees. This adjustment will be effected under three types of funds—employer-reserve funds, employer reserves with partial pooling, and pooled funds with merit rating. Under employer-reserve funds established in 3 States (Kentucky, Nebraska, and Wisconsin), each employer's contributions are maintained in a separate account and are utilized only for the payment of benefits to his former employees. If the employer's account is exhausted, the eligible unemployed worker receives his benefits from a small pool into which is paid all interest earned on employer accounts, penalties, and balances remaining in terminated accounts; in Kentucky, employee contributions are also included in this account.

Two States (Indiana and South Dakota) maintain employer reserves with a partial pool consisting of one-sixth of all employer contributions. Thus the employer's account is credited with only five-sixths of his total contributions, and the remaining one-sixth is utilized to pay benefits to eligible unemployed workers when the accounts of their former employers are exhausted. In Oregon contributions in excess of 0.5 percent of the employer's annual pay roll are placed in an employer-reserve account, and the remainder of the contributions in a pooled account. Vermont permits employers to choose whether their contributions will be deposited in an employer-reserve fund or in the State pooled fund with merit rating.

The other 33 jurisdictions provide for pooled funds with merit rating, permitting adjustment of each employer's contribution rates in accordance with the extent to which benefits are drawn from the pooled fund to compensate his former employees. Under this plan the entire State fund is available for benefit payments to eligible work-

ers regardless of the extent to which the books might show depletion of the accounts of their former employers.

Provisions for merit rating are based in part on the thesis that employers can and will (if financial inducement is provided) stabilize their employment to an appreciable extent. In the employer-reserve system a further principle is implied, to the effect that benefits paid to former employees of an employer who has relatively high unemployment should not be financed by employers who are able to maintain fairly level year-round production, i. e., fairly stable employment. Under the standards set forth in the Social Security Act with respect to merit-rating provisions in State laws, a specified period is required prior to the allowance of reduced rates of contribution. States do not begin to adjust employers' rates of contribution until after one or three years of benefit-paying experience, depending upon the type of fund established under the State law.

Employer and Employee Contributions

In 10 States unemployment compensation funds have been augmented by employee contributions required under State laws. Three of these States (Idaho, Indiana, and New Hampshire) have amended their laws so that employee contributions are no longer required. In California and Kentucky, employees pay 0.9 percent of their wages for 1937 and 1 percent for 1938; in Alabama, 1 percent; in Louisiana, 0.5 percent; in Rhode Island, 1 percent after January 4, 1937, and 1.5 percent for 1938; in New Jersey, 1 percent beginning with 1938.[3] In Massachusetts employee contributions are suspended from July 1, 1938, through June 30, 1939.

Taxes under title IX of the Federal act and contributions under State unemployment compensation laws are based on "wages payable" in money and in kind. Although the Social Security Act does not limit under title IX the amount of wages subject to tax, a few State laws have made wage exclusions. Nearly three-fourths of the jurisdictions provide, by law or by interpretation, for the inclusion of tips and perquisites in determining the amount of wages subject to tax. Several States have stipulated rates at which perquisites should be valued. Tips, as a rule, are evaluated at the amount the employee reports to his employer, or an amount estimated by the employer.

Nearly all jurisdictions have specified 2.7 percent of pay roll as the rate of employer contributions for 1938 and thereafter or until adjusted rating begins. This rate represents the maximum which can

[3] In Kentucky, New Jersey, and Rhode Island employee contributions are payable on only the first $3,000 of wages from any one employer during the year.

be credited against the Federal tax of 3 percent payable in 1938 and thereafter by employers of eight or more. Merit-rating provisions will vary the contribution rates of individual employers in jurisdictions which provide for adjustment of contribution rates to benefit experience. Under 10 laws an employer whose account is maintained at a high level may be relieved of paying contributions. Under an equal number of laws no employer will be required to pay more than a rate of 2.7 percent, irrespective of his benefit experience.

Current Problems and Future Developments

The beginning of payment of unemployment benefits has sharpened the need for consideration of certain problems in the light of actual operation. This period of experience has already demonstrated the necessity for simpler methods. The Board is therefore directing its efforts toward analyzing State experience and assisting the States in working out simplification of the provisions of the laws and of administration. In so doing it recognizes the need to distinguish between administrative difficulties which have arisen from unnecessarily complicated provisions of the laws and those that were inevitable in initiating a comprehensive system at a time of widespread unemployment.

Simplification of Administration and Legislation

It is evident that, for the computation and payment of benefits, methods must be devised which can be administered more easily and more economically and with greater promptness. These methods should be easily understandable by workers and employers. It is desirable also to reduce employers' burdens in reporting so far as is consistent with the essential needs of the unemployment compensation system.

In pursuit of these objectives, answers must be found to a wide variety of questions. For example: What tests of workers' eligibility should be made to fulfill the purposes of unemployment compensation legislation, that is, payment of benefits during comparatively brief periods of unemployment to workers who are ordinarily employed? It is believed desirable to define more sharply than in the past the field to be covered by unemployment compensation in relation to unemployment relief. Payment of small benefits, of little significance to the worker or society, should not be permitted to complicate administration unduly or to blur the distinction between insurance and relief.

How should weekly benefit amounts be determined so that they will be proportioned to a worker's past wages and employment and,

at the same time, maintained at a desirable degree of adequacy? This question involves the determination of a desirable base for computing benefits, raising problems of the full-time weekly wage or earnings during some specified period from which a substitute for the full-time weekly wage may be computed and the weekly benefit amount determined. While the full-time weekly wage is recognized as the most desirable base, it is difficult to determine; many workers have no fixed wage or salary. Many special administrative problems are involved in questions of the extent to which part-time and seasonal unemployment should be covered by State unemployment compensation systems and the procedures to be used for these types of unemployment.

To what extent is it possible to simplify the present complex requirements of the waiting period, which are difficult to administer and hard for workers to understand? Should the number of weeks during which a worker may draw benefits vary among workers according to the amount of wages earned in some past period or—within the actuarial possibilities of the system—should this duration be a uniform fixed period for all workers who have had a specified amount of employment?

Administrative questions are raised also by provisions of State laws for adjusting an employer's contribution rate in accordance with his past experience in maintaining employment. Such provisions require maintenance of a separate account for each employer, to which are credited the contributions paid by him and against which are charged benefits paid to his former employees. In States which have employer-reserve funds, separate accounts have been set up and are being maintained. Other State laws make definite provision for such accounts and for adjustment of employers' contributions in accordance with their merit ratings. Several States have provided for study of this question with a view to subsequent recommendations to the State legislature.

It is too early to estimate the probable effects of such merit rating on State funds and on administrative operations and costs. In the interim, States and the Board are studying, from all available data, possible plans for adjusting employers' contribution rates with due regard to the need for protecting the solvency of a State fund as a whole, for achieving administrative simplicity and economy, and for maintaining equity to workers and employers. For example, should adjustments in employer rates be made on an industry basis, so that employer stabilization of one firm may be judged in comparison with the experience of all others in the same industry, or should each employer's effectiveness in stabilizing employment be judged by

comparison with the average for all employers in all industries in the State?

Decisions on all these problems have an impact on the nature of the reports made by employers and on the recordkeeping and other activities of State agencies. Simplification of measures and procedures is desirable in the interest of both employers and administrators and, preeminently, in the interest of prompter, more effective, and less costly service to workers. At the present time much remains to be done in consolidating the advance already marked out by existing provisions of the State laws. In some instances necessary revisions can be made by administrative action; in others, they will require amendments by State legislatures. While the Board can—and is eager to—provide information and counsel, it cannot be emphasized too strongly that action can be taken only by the States.

Unemployment Compensation and Relief

Unemployment compensation is based on insurance principles and thus is sharply differentiated from public assistance, work programs, and general relief. When unemployed, a qualified worker receives benefits which are related, in amount and duration, to his previous employment in jobs covered by the law of his State. Thus, by definition, workers who receive unemployment benefits are wage earners who have been employed recently enough and to a sufficient extent to meet at least the minimum qualifications for benefits under their State law. Unemployment benefits are provided to make good a part of the wages lost by such workers during relatively brief periods in which they cannot get suitable work. In many cases these benefits will tide them over until they can find jobs and will keep them from having to ask for relief. Unemployment compensation thus helps to a considerable extent to prevent the necessity for relief among workers who constitute, more or less regularly, a part of the covered labor force.

In some cases workers remain without a job after they have received all the benefits to which they are entitled and must then seek public aid. Under ordinary circumstances, probably the most frequent connection between unemployment compensation and relief is through workers such as these, who have exhausted both their rights to benefits and their own resources and are still unemployed. In other instances workers covered by the unemployment compensation system may need public aid during the waiting period before their benefits are payable or may need supplementary assistance while they are receiving benefits. Delay in payment of benefits also may force destitute workers to apply for relief before they receive their benefit

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checks. The extent to which some type of relief is provided under circumstances such as these varies widely in different parts of the country in accordance with relief policies and resources.

Many workers who had been employed in 1937 and had earned wage credits sufficient to entitle them to unemployment compensation were laid off in the autumn of that year, weeks or months before they could claim benefits in States which began payments in 1938. By the end of 1937 large numbers of prospective beneficiaries of unemployment compensation were on the rolls of State and local relief agencies or were working on projects of the Works Progress Administration. The effect of this situation was to reverse the usual relation between the programs, in that some qualified workers were "on relief" or had WPA jobs before they had received unemployment compensation. The security wages paid under the Works Program to persons certified as in need of relief are, understandably, higher in some instances than an individual's unemployment benefit. Workers were reluctant to give up work-relief jobs which paid wages higher than their unemployment benefits, the more so because of the limited duration of benefits. Sometimes they feared that, if they claimed unemployment compensation, they might encounter difficulties later in regaining their relief status or in obtaining another relief job.

Officials of the Works Progress Administration asked State unemployment compensation administrators for information concerning the status of persons employed on WPA projects who had claimed or were eligible to receive unemployment benefits. In March 1938 the Social Security Board expressed the opinion that services on a WPA project and remuneration therefor should be construed to constitute services and wages within the meaning of these terms in the definition of total and partial unemployment in the State laws, and that workers in receipt of WPA wages were to be classed as employed. The Board further recommended acceptance of the view that the rates of WPA remuneration constituted a "security" wage generally paid for a monthly period, although the recipient might perform services for only part of that period. Under this construction, WPA employees would not be entitled to benefits for total or partial unemployment during any period for which their "security" wage was paid, and weeks of WPA employment would not be counted as weeks in the waiting period for unemployment compensation. Many special questions which perplexed administrators in the States which began benefit payments in 1938 were the result of an unusual situation, that is, the inauguration of benefits in a period of recession.

Recipients of public aid and actual or potential beneficiaries under the unemployment compensation program comprise two large groups

which overlap only in part. Many families are on the relief rolls because of sickness or the absence of a breadwinner rather than inability to find jobs. Many workers covered by the unemployment compensation program may never be obliged to seek public aid; brief periods of unemployment account for a large share of all unemployment in ordinary times. Only fragmentary information is available to show to what extent workers who received unemployment benefits during the latter half of the fiscal year 1937–38 also received public aid or, on the other hand, to what extent the payment of unemployment benefits lightened the actual or potential burden on relief funds during that period. It is undoubtedly true that in benefit-paying States, especially those with large industrial populations, payment of unemployment compensation resulted in substantially lower expenditures for relief and for employment on works projects than would have been necessary had benefits not been available.

Current and Future Questions

In principle, unemployment compensation provides for payments to workers who are able and willing to work but are unable to find jobs; the contributions collected under State laws are designed to provide amounts solely for this purpose. A considerable volume of unemployment, however, is caused by illness and disability, and workers whose unemployment results from inability to work will not be able to qualify for benefits under the present program, even though they may have wage credits which would entitle them to benefits if they were able to work. Workmen's compensation laws, now in operation in all except two States, protect most workers against wage loss resulting from illness or disability arising out of employment, but no insurance provision is made under Federal or State laws for those who are unable to work because of nonindustrial injury or illness. The loss of wages among low-income groups and the increase of family obligations to meet the costs of medical care constitute a continuing threat to economic security. Measures to provide protection against these risks concern both the Federal Government and the States.

Mention has been made of some of the fields in which present provisions of the program must be linked with other State or Federal services to afford needed protection to workers already covered by the program. In this connection must be considered the needs of individuals who are still without work when their rights to benefits are exhausted; of workers, especially those with large families, whose benefit payments together with any other resources they may have are insufficient to tide them over even the waiting period and period of benefit payments; and of those who are without earnings, temporarily

or permanently, because they are sick or disabled. A wide range of study and effort, in which the Board is endeavoring to do its share, is required at all levels of government—Federal, State, and local.

Similar consideration is required for problems resulting from loss of work among members of the major groups affected only slightly or not at all by provisions of the program, such as workers in agriculture, domestic service, government service, and certain kinds of casual employment, and the varied groups of persons in professional, commercial, and other fields who constitute the self-employed. The Board is convinced that the hazard of involuntary loss of earnings is serious for such groups, and that, with time, appropriate methods can and will be devised to cope with it. Unemployment compensation and social insurance in general are measures designed largely to operate within the field of employment. It seems likely that within systems of social insurance, devices can be worked out in this country as in many instances they have been in Europe, to meet the situation of some of these groups. For others, some other type of program may prove more appropriate.

Searching questions are raised also by the plight of workers in geographic areas or in industries where jobs have wholly disappeared. In the past, economic progress in the United States has been based on rapid and extensive shifts in types of occupation, methods of work, and the location of commercial and industrial centers; continuance of that progress implies a mobility of industry and labor whereby localities or groups of workers in certain occupations become stranded. On a national scale, a catastrophic situation arises in periods of severe depression. In technological unemployment and cyclical unemployment, an unemployment insurance system serves at the outset as a buffer in absorbing some of the shock to workers, communities, and the Nation. In such situations, however, it provides only a temporary palliative; no form of contributory insurance, supported by levies on pay rolls, can be expected to bear the brunt of catastrophes arising from the dislocations which, at any time, affect scattered occupations or areas within a country and on occasion overwhelm the whole economy.

Study of such forces and recommendation are implicit in responsibilities delegated to the Board and to many State unemployment compensation agencies. At the present time effort must be focused on administration of the existing Federal-State program and its extension within bounds set by present knowledge and resources. The Board believes that day-to-day operation must be guided by an understanding of the objectives already attained or attainable and their relation to even larger problems of unemployment.

· IV ·

PUBLIC ASSISTANCE

Three titles of the Social Security Act are similar in purpose, administration, and operation in that each provides for grants of Federal funds to share, with the States, the costs of assistance given to individuals. The assistance in which the States and the Federal Government are thus collaborating is of three types: aid to needy persons aged 65 and over, aid to the needy blind, and aid to dependent children under the age of 16 who have been deprived of parental support. To receive a Federal grant under any of these programs a State must submit a plan which can be approved by the Social Security Board as meeting the basic requirements of the act and, after approval of its plan, must furnish with its requests for Federal funds the data requested by the Board. The responsibilities of the Board include, further, periodic review of each State program to make sure that its operation conforms to the provisions of the act and that Federal funds are expended for the purpose for which they are appropriated. In addition, the Board provides many services directed toward the development of well-rounded programs of assistance to persons in need. Administration of the public-assistance provisions of the Social Security Act is delegated primarily to the Bureau of Public Assistance, which works in collaboration with the bureaus and offices charged with special aspects of the program such as statistical reporting, research, legal counsel, auditing, personnel administration, and public information.

These basic responsibilities are not unlike those carried by the Board in the field of unemployment compensation, in which the Federal Government also collaborates by making grants for specified purposes to States whose programs and administration fulfill the general requirements of the Social Security Act. The underlying principles of the public-assistance program and the two insurance programs established by the act are, however, widely dissimilar. Under both the unemployment compensation and old-age insurance programs, individuals are qualified for benefits by reason of their employment. Public assistance, on the other hand, is provided for persons who, because of their youth or their advanced years or blindness, are unable to earn their living and are without resources sufficient to assure their support. The insurance programs help to prevent dependency arising from unemployment or old age by enabling wage earners to acquire credits which will entitle them to specified benefits when they cannot get suitable work and, on retirement from regular employment,

old-age benefits at age 65 or later. Public assistance deals with the present need of the person who receives it, regardless of his past employment. Through the special types of public assistance established under the Social Security Act the Federal Government has assumed joint responsibility with the States in meeting certain of the responsibilities for the support of the helpless and needy which individuals, churches, social agencies, and communities have long recognized.

Public Aid in the United States

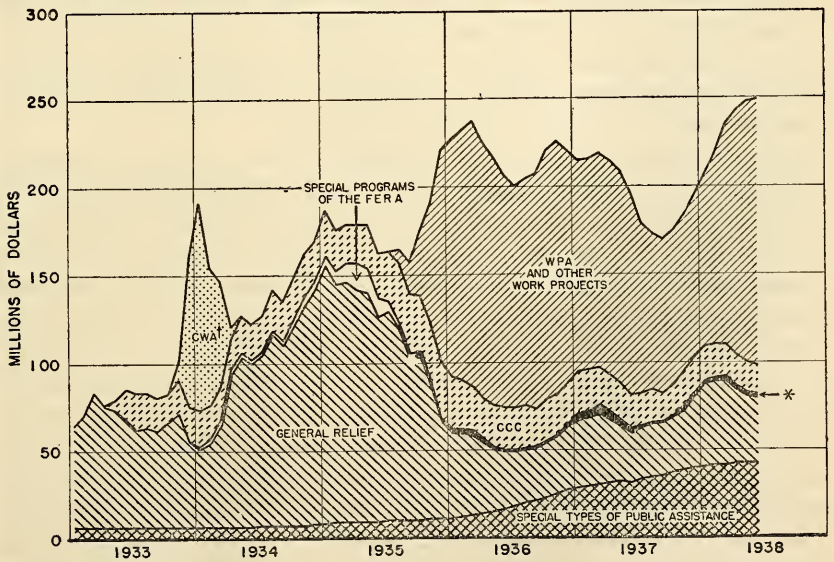
During the fiscal year 1937–38, as in the two prior years, payments to recipients of public assistance under the Social Security Act constituted an increasing share of the total cost of public aid to persons in need. In the fiscal years 1933–34 and 1934–35, when these forms of assistance were provided without Federal participation, total payments to recipients of old-age assistance, aid to dependent children, and aid to the blind constituted about 5 percent of all public aid. In the fiscal year 1935–36, in which Federal funds under the Social Security Act were available for five months, these payments represented nearly 6 percent of total public-relief payments; in 1936–37, more than 12 percent; and in 1937–38, nearly 19 percent. As reported elsewhere, the past fiscal year has continued to show development of the program both in the number of recipients of public assistance and in the aggregate amounts of payments for these purposes.

Federal funds unquestionably have made it possible for the States to provide more extensive aid than in the past for these groups of their people, though to some extent the development of the public-assistance programs represents a transfer to this form of assistance of costs formerly borne by public funds for other forms of aid. Chart 15 and table D–2 show changes, for successive years, in the amounts and types of public payments to needy persons. Prior to the approval of the Social Security Act, the Federal Government had been forced, by widespread unemployment and general economic conditions, to assume a large share of relief costs through the programs established by the Federal Emergency Relief Administration and the Civil Works Administration. General relief, largely financed from Federal emergency relief funds from 1933 through 1935, reached a high point of 77 percent of total relief in 1934–35. In 1937–38 general relief, toward which the Federal Government no longer contributes funds, accounted for only 18 percent of the total; this was a slightly smaller percentage than that represented by payments for the special types of public assistance, to which, doubtless, had been transferred some obligations incurred for aid to aged and blind persons and dependent children who were formerly cared for out of general relief funds.

Figures compiled by the Social Security Board with the collaboration of other governmental agencies indicate that in the fiscal year 1937–38 obligations totaling nearly $2.5 billion, exclusive of administrative expense and transient care, were incurred from public funds for aid to persons in need in the continental United States. That figure includes obligations incurred for payments to recipients of the special types of public assistance and for general relief extended to cases; earnings of persons, certified as in need of relief, employed under the Works Program, including the Works Progress Administration, National Youth Administration, and relief projects maintained under other Federal agencies, such as emergency projects of the Public Works Administration and Rural Electrification Administration; earnings of persons enrolled in the Civilian Conservation Corps; and emergency subsistence payments to farmers under the Farm Security Administration. For the fiscal year 1936–37 the corresponding figure exceeded $2.5 billion.

During July, August, and September 1937 there was a continuance of the decline in total relief payments which had been evident through the spring of that year. Starting with October 1937 the economic

Chart 15.—All public relief: Amount extended in the continental United States, excluding administrative expense and transient care, January 1933–June 1938[1]



[1] See table D–2.

* Subsistence payments to farmers.

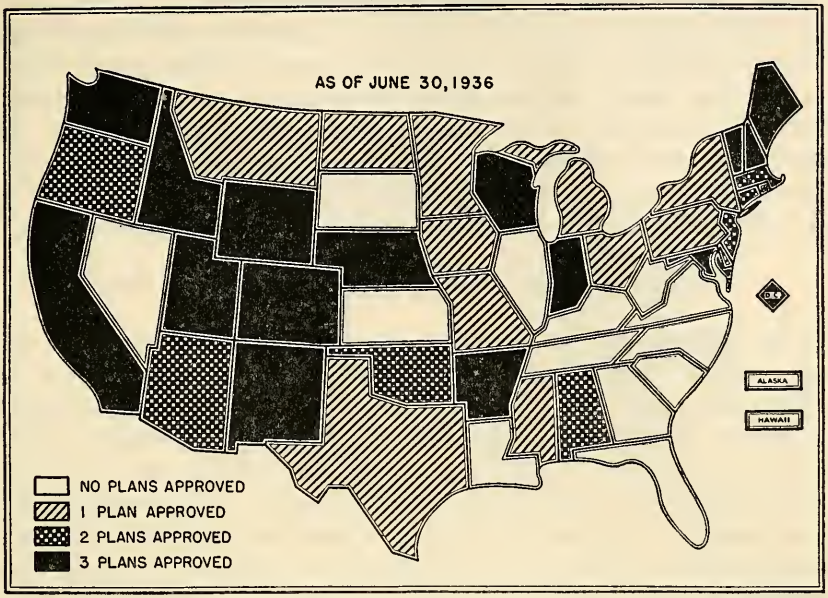
† Represents earnings of persons previously receiving relief, estimated arbitrarily by the Works Progress Administration as 50 percent of the total obligations incurred for earnings from Federal funds under the Civil Works Program.

recession occasioned a reversal of that downward trend, and total relief showed a consistent rise throughout the remainder of the fiscal year, though total payments for the year were somewhat less than for the preceding year. In June 1938 earnings under the Works Program constituted 60.7 percent of all public relief. Next in magnitude were the special types of public assistance, which accounted for 16.8 percent, followed by general relief with 14.9 percent; the remainder represented largely earnings of persons enrolled in the Civilian Conservation Corps.

It is estimated by the Board that in June 1938 there were 6.4 million different households, including some 20.4 million persons, in which public aid of one or more types was received. The estimated number of different households in receipt of public aid followed the same general course during the fiscal year as that of relief payments, with a low point in September 1937, when, it is estimated, about 4.4 million different households, comprising some 13.2 million persons, were being assisted by public funds under one or more types of aid. In subsequent months there was a notable rise in the numbers of persons certified as in need of relief employed under the Works Program, and especially under the Works Progress Administration, which reported an increase of 1.3 million such persons in June 1938 as compared with the preceding September. It is pertinent that total nonagricultural employment in June 1938, according to data of the United States Bureau of Labor Statistics, had dropped by more than 3.3 million from September 1937. There was a marked rise during this period in general relief cases, which numbered 1.7 million in June 1938 as compared with 1.3 million in September 1937.

The numbers of recipients of the special types of public assistance continued to increase during the fiscal year 1937–38 and were maintained at levels much higher than those recorded prior to the Social Security Act. In August 1935, the month in which the act was passed, there were, in the continental United States, 314,000 recipients of old-age assistance and 33,000 recipients of aid to the blind, while 110,000 families were receiving aid on behalf of 275,000 children. By June 1938 Federal funds for grants to the States for public assistance had been available for 29 months. Within this brief period, the number of recipients of old-age assistance had increased to nearly 1.7 million; there were 62,000 recipients of aid to the blind; and 260,000 families were receiving aid on behalf of 642,000 dependent children. The extent to which the Federal Government is participating in these fields of assistance is indicated by the fact that in June 1938 all recipients of old-age assistance, about 93 percent of all families receiving aid for dependent children, and about 62 percent of all persons receiv-

Chart 16.—Public assistance: States with plans approved by the Social Security Board, as of June 30, 1936



ing aid to the blind were being assisted under State plans for which Federal funds had been granted in the proportions specified in the act.

The record of public provision for persons in need outlined in the appendix in tabulations for 1937–38 and prior years suggests the magnitude and complexity of problems of insecurity in which the Board is charged with responsibilities for study and recommendation and, in designated fields, for administration. A discussion of ways in which programs of public relief relate to the program of unemployment compensation is given in that section of this report. The extent to which relief is an accepted public responsibility is suggested by figures for the calendar year 1937 reported from 116 urban areas comprising approximately two-thirds of the urban population of the United States. During that year relief payments from public funds, including payments for the special types of public assistance and for general relief and earnings under the Works Progress Administration, comprised 98.9 percent of the total aid reported. A similar relationship between amounts of public and private relief was apparent from reports from 385 sample rural and town areas.[1]

The public-assistance programs now in effect under the act have gone far toward clarifying the problem and affording a method for its

[1] Current data on relief in 116 urban areas and in 385 rural and town areas, as well as data on all public relief in the continental United States and State data on the special types of public assistance and general relief, are published monthly in the *Social Security Bulletin.*

solution for three groups whose need for aid—and often for prolonged aid—is obvious, since by definition these aged persons, children, and blind persons have insufficient resources of their own and little chance to earn their living. While the following pages indicate many points at which the Board finds that the present programs of public assistance fall short of adequacy in coverage, in funds, or in completeness and integration of administration, it is believed that the conclusion of a period of less than two and one-half years in which Federal funds have been available has been marked by a notable degree of achievement.

Public Assistance Under the Social Security Act

Built upon principles already established in some States prior to the enactment of the Social Security Act, public-assistance programs were quickly adopted in many States. Before the close of 1935 and before funds were appropriated for grants to the States, seven States and the District of Columbia had plans for all three public-assistance programs approved by the Social Security Board. The accompanying maps show the number of jurisdictions with one, two, and three approved plans as of June 30 in the years 1936, 1937, and 1938, respectively.

The total number of approved plans at the close of the fiscal year 1937–38 was 130 or nearly 85 percent of the total possible if all jurisdictions availed themselves of the opportunity for Federal-State cooperation in these fields. By June 30, 1938, 36 or nearly three-fourths of the jurisdictions had all three plans approved; all but one had approved plans for old-age assistance; and approved plans for aid to the blind and for aid to dependent children were lacking in only 11 jurisdictions.

The Extent of Public Assistance in 1937–38

It must not be assumed that the expanding number of recipients of any form of the special types of public assistance includes the same individuals from month to month. A special study of case turn-over during the period from January 1937 to April 1938 indicates that for every 1,000 recipients of old-age assistance for a given month, from 20 to 42 cases were added to the rolls. During the same months, from 10 to 14 cases of old-age assistance per 1,000 were dropped from the rolls because of death, need of institutional care, improved economic circumstances, or ineligibility disclosed by reinvestigation. The net increase in the number of recipients for any month is, of course, the difference between the number added to the rolls and the number separated. The factor of turn-over in old-age assistance and other forms

Chart 17.—Public assistance: States with plans approved by the Social Security Board, as of June 30, 1937

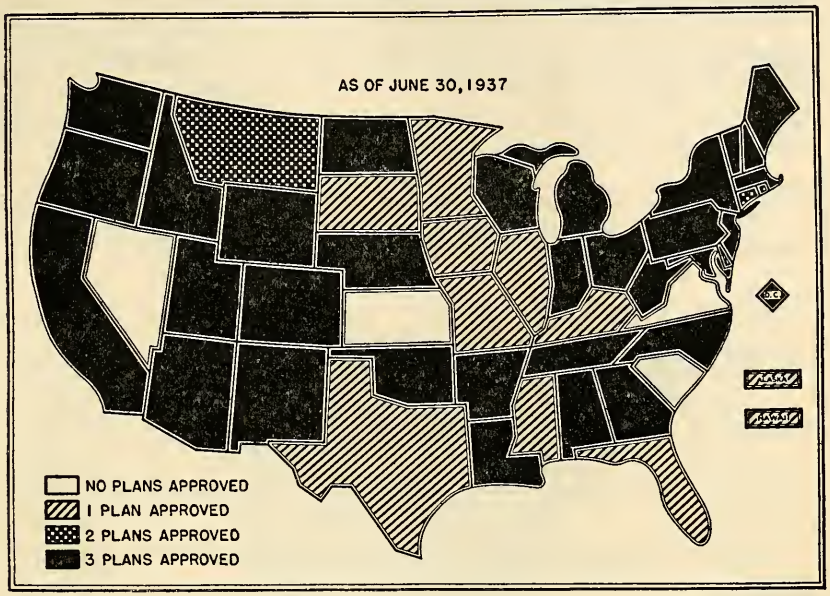


Chart 18.—Public assistance: States with plans approved by the Social Security Board, as of June 30, 1938

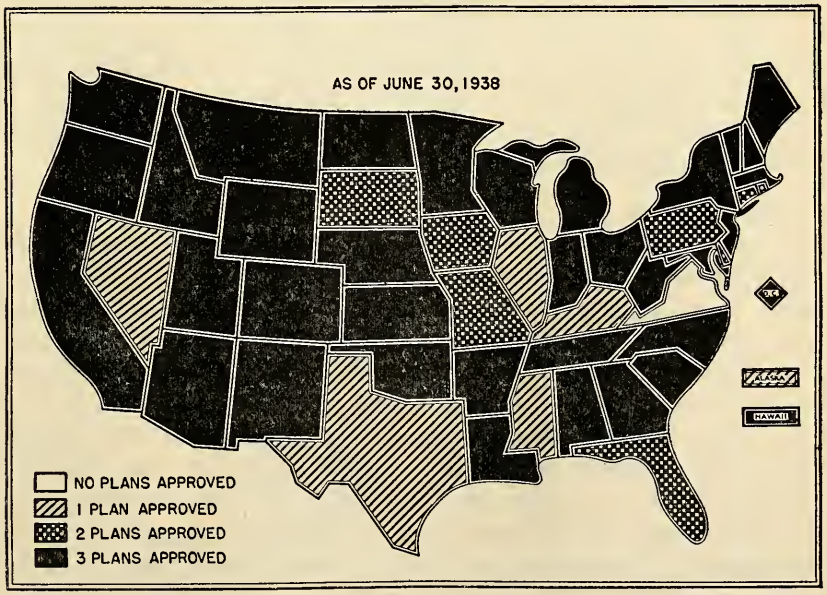
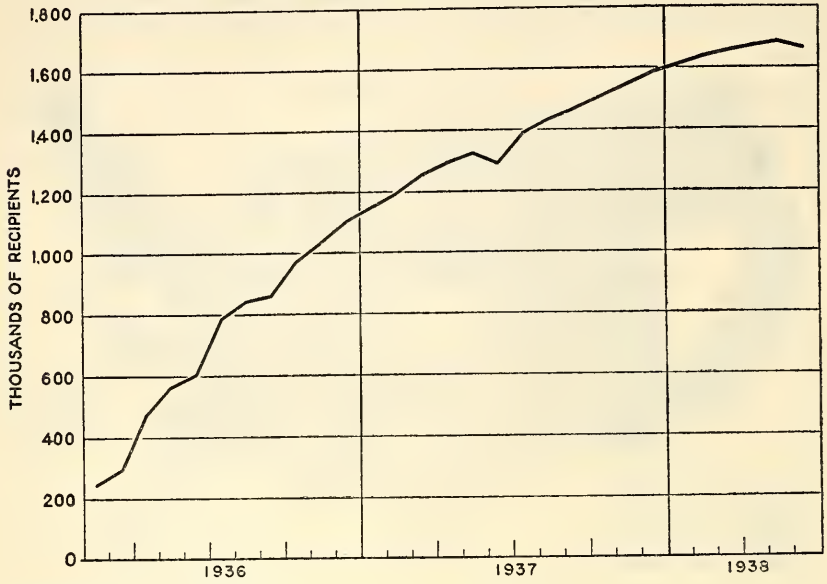


Chart 19.—Old-age assistance: Recipients in States with plans approved by the Social Security Board, February 1936–June 1938[1]



[1] See table D–7.

of public aid or assistance makes it difficult to estimate the total number of persons who have received aid during an entire month or year.

During the final month of the fiscal year 1937–38, in States cooperating under the Social Security Act, public-assistance payments amounting to a total of $41 million were made to 1.7 million recipients of old-age assistance; to 604,000 of the Nation's dependent children living in 244,000 family homes maintained by close relatives, and to 39,000 needy blind recipients.

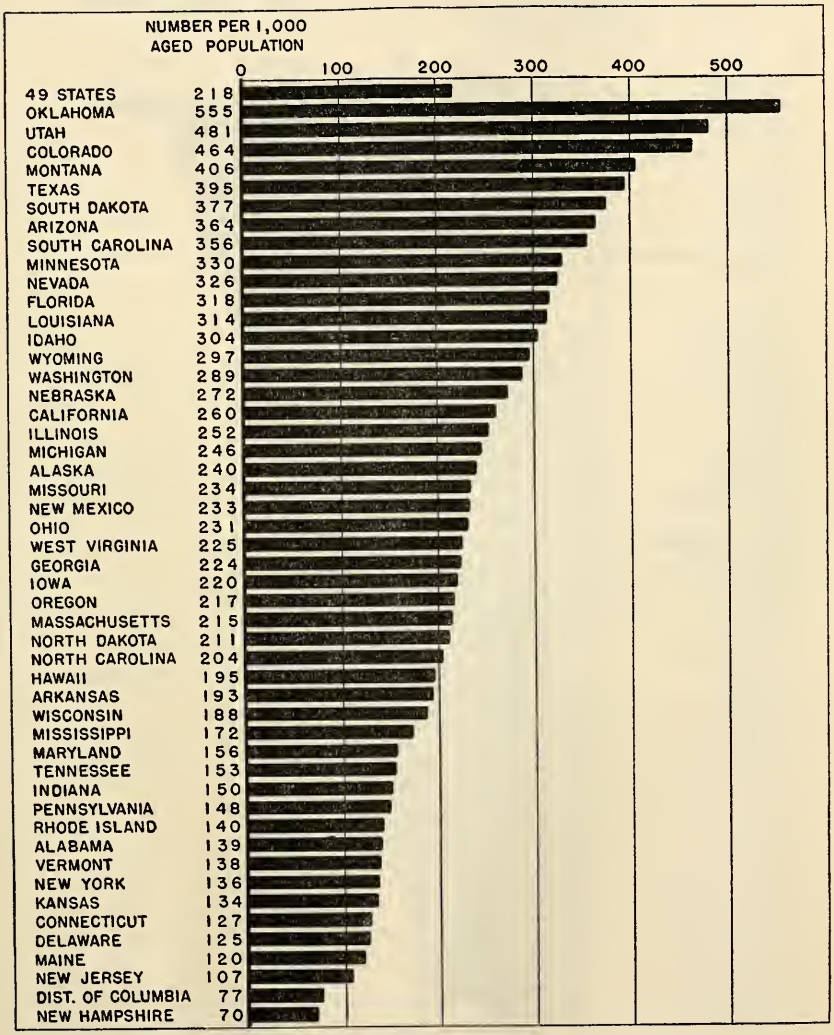
Old-age assistance

The Social Security Act authorizes the Federal Government to participate equally in payments, up to a Federal-State total of $30 a month, to qualified recipients of old-age assistance under approved State plans. In some instances, States with approved plans make payments for which Federal funds may not be used, such as those to persons between the ages of 60 and 65 and to inmates of public institutions. Some States make direct payments of more than $30 a month; in such cases only $15 can be used from Federal funds, while the State or State and locality supply the remainder. The amount granted by the Social Security Board as the Federal share of assistance payments is increased by 5 percent to provide funds to be used for a part of the administrative costs, for additional assistance payments, or for both.

Total Federal, State, and local obligations for old-age assistance payments exclusive of administrative costs amounted to $361.6 million for the fiscal year 1937–38, as compared with a total of $243.2 million for the previous fiscal year. In 1937–38 the Federal Government granted $170.6 million to the States, to which was added $8.5 million for administration or assistance or both.

The number of recipients of old-age assistance in States with ap-

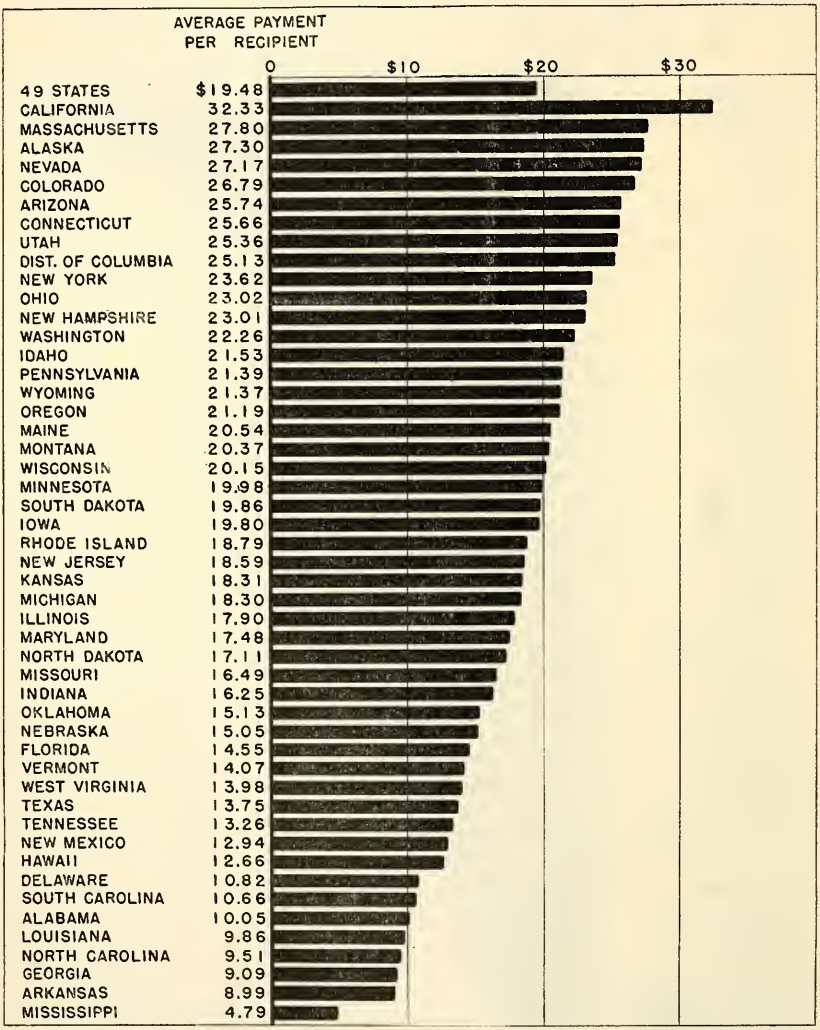
Chart 20.—Old-age assistance: Recipients per 1,000 population aged 65 and over in States with plans approved by the Social Security Board, June 1938[1]



[1] See table D-5.

proved plans increased by 29.0 percent from June 1937 to June 1938. Tables D–5 and D–8 indicate the wide variation among States in the number of recipients, in their proportion to the aged population, and in the average payment per recipient. Variations are to be anticipated since the States differ greatly in the length of time their old-age assistance programs have been in operation, in their bases for determining need of applicants, the costs of living within their boundaries,

Chart 21.—Old-age assistance: Average payment per recipient in States with plans approved by the Social Security Board, June 1938[1]



[1] See table D–5.

the extent to which aged persons may be sustained through their own labor or the aid of relatives, and the funds available for maintaining the needy aged. A few States grant aid only to persons aged 70 or over; this limit must be lowered to age 65 by January 1, 1940, if the State is to receive Federal grants subsequently.

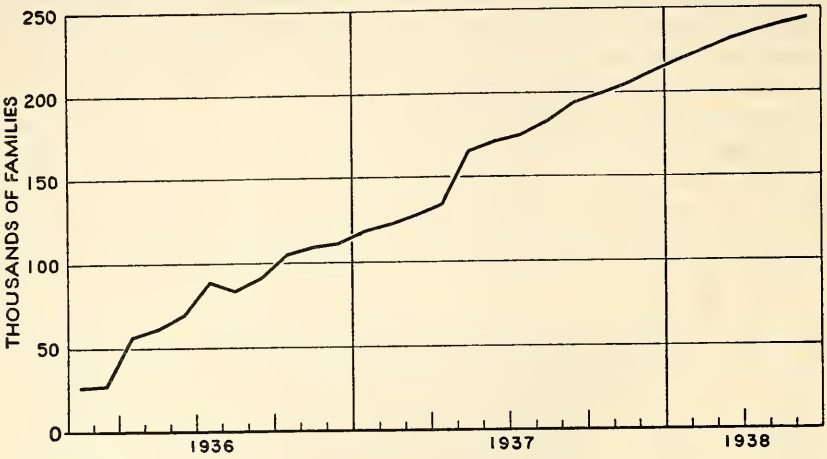
The number of recipients of old-age assistance in June 1938 ranged from 70 per 1,000 of the estimated population 65 years of age and over in New Hampshire to 555 per 1,000 of the estimated eligible age group in Oklahoma. The number of recipients in 13 jurisdictions represented 300 or more per 1,000 of the estimated eligible age group; for 17 jurisdictions the range was from 200 to 299; in 17, from 100 to 199; and in only 2 was the proportion less than 100 per 1,000. One State with an approved plan made no payments for June 1938. The ratios of recipients to the eligible age group in State populations must be used with caution in any attempt to measure the relative extent to which States are caring for the dependent aged. In some States problems of old-age assistance are complicated by higher-than-average ratios of persons 65 and over to the population of working age. Doubtless the extent of old-age dependency also varies widely among the States.

The average grant per recipient for all jurisdictions administering Federal old-age assistance funds was $19.48 for June 1938; for June 1937 it was $18.91. The lowest average for June 1938 was $4.79 in Mississippi, and in four other States the average was less than $10. In 10 jurisdictions the average fell between $10 and $15; in 14, between $15 and $20; in 11, between $20 and $25; and in 8, between $25 and $30. California had the highest average, $32.33. In all but 9 of the 40 jurisdictions which made payments for both June 1937 and June 1938, there were increases in the averages for the latter month, ranging from a few cents to more than $10.

Aid to dependent children

The Federal Government meets one-third of the total costs of an approved State plan for aid to dependent children, not including the amounts by which payments exceed $18 a month for the first dependent child in the home and $12 for each other dependent child in the same home. States may—and many do—make individual payments from their own funds in excess of the amounts for which Federal funds may be used. The Social Security Act specifies that Federal funds granted to the States for aid to dependent children shall be used only for children who are living in the homes of specified relatives. This provision has the effect of increasing the extent to which children who have been deprived of a parent's support and who do not need institutional care are able to remain in home surroundings.

Chart 22.—Aid to dependent children: Families receiving aid in States with plans approved by the Social Security Board, February 1936–June 1938[1]



[1] See table D-12.

Total obligations incurred from Federal, State, and local funds, exclusive of administrative expense, in the States administering Federal funds for aid to dependent children during the fiscal year 1937–38 amounted to nearly $81 million, almost double the amount incurred for this program for 1936–37. Federal grants for the fiscal year 1937–38 to States with approved programs for aid to dependent children amounted to $25 million, including funds allocated for the Federal share of payments to parents and relatives on behalf of dependent children and the Federal share of administrative costs.

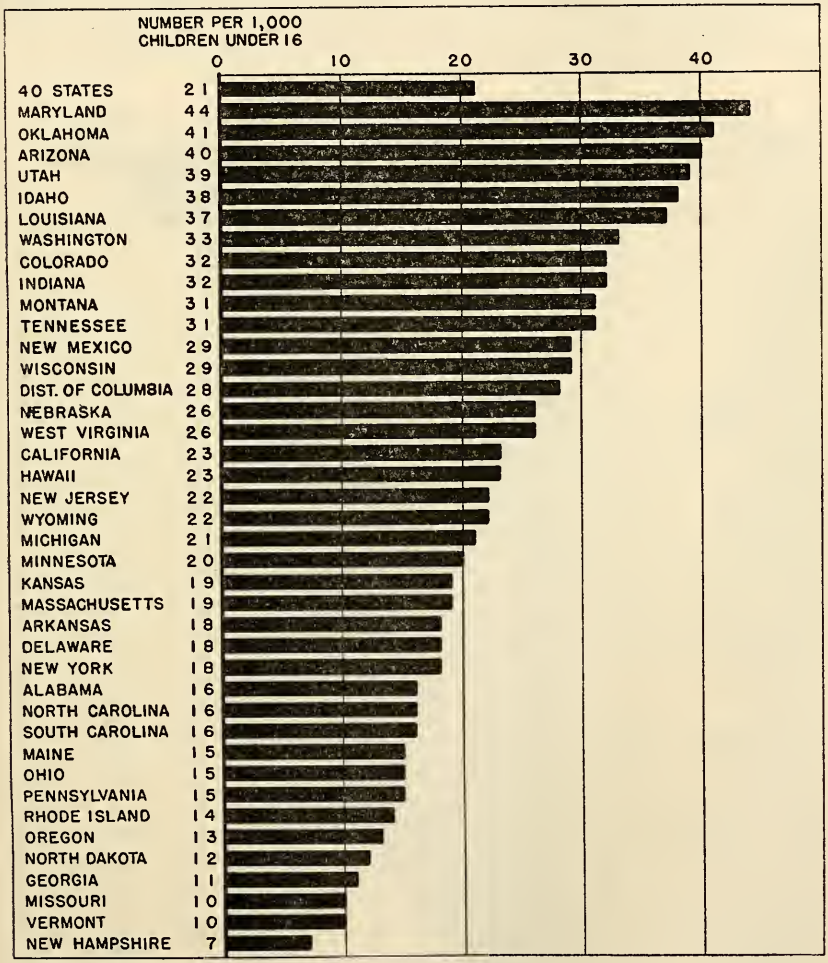
The total obligations incurred from Federal, State, and local funds for June 1938 for payments in behalf of dependent children, in 40 States with approved plans, amounted to $7.6 million, excluding administrative costs. For June 1937 total obligations for payments under 32 of the 33 State plans for which Federal funds had been provided were $5.2 million; the remaining State made no payments for that month. For these 33 States, total obligations for June 1938 thus show a 27.4-percent increase over those for the same month in 1937.

In 38 States, Hawaii, and the District of Columbia, which had approved plans, 604,000 children in 244,000 families received Federal-State aid for June 1938, as compared with 427,000 children in 171,000 families who received Federal-State aid in 32 jurisdictions which were administering Federal funds in June 1937. The proportion of recipients in States with approved plans ranged from 7 per 1,000 of the estimated population under 16 years of age in New Hampshire to 44

per 1,000 in Maryland. Three States had a ratio of 40 or more per 1,000; 8 from 30 to 39; 11 from 20 to 29; and 18 less than 20 per 1,000. The number of children receiving assistance per 1,000 of the eligible group does not, of course, reflect the wide variations which exist among the States in the proportion of children under 16 to the total population or the population of working age.

The average grant per family for June 1938 was $31.29 for the 40 jurisdictions with Federal-State programs for aid to dependent children, ranging from $10.65 in Arkansas to $57.73 in Massachusetts.

Chart 23.—Aid to dependent children: Children aided per 1,000 population under age 16 in States with plans approved by the Social Security Board, June 1938[1]



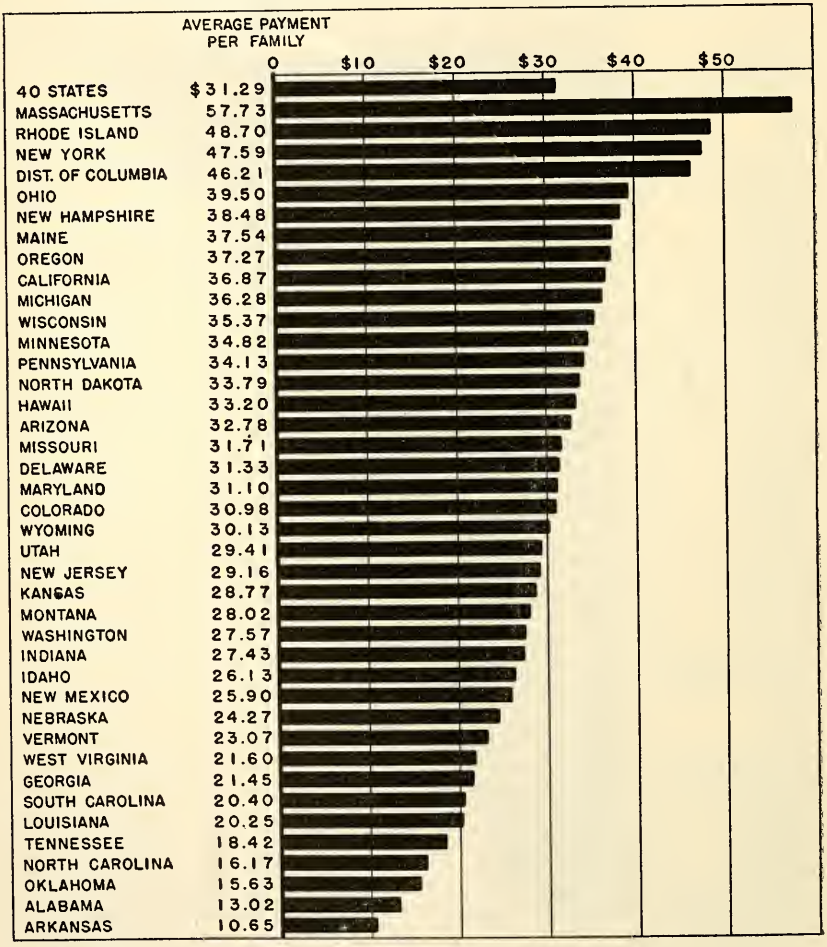
[1] See table D-10.

In 2 States the average was under $15; in 3, between $15 and $20; in 6, between $20 and $25; in 8, between $25 and $30; in 10, between $30 and $35; in 7, between $35 and $40; and in 4, more than $40. When June figures are compared for 1937 and 1938, it is found that 23 of the 32 jurisdictions which administered Federal funds in both months showed an increase in average payment.

Aid to the blind

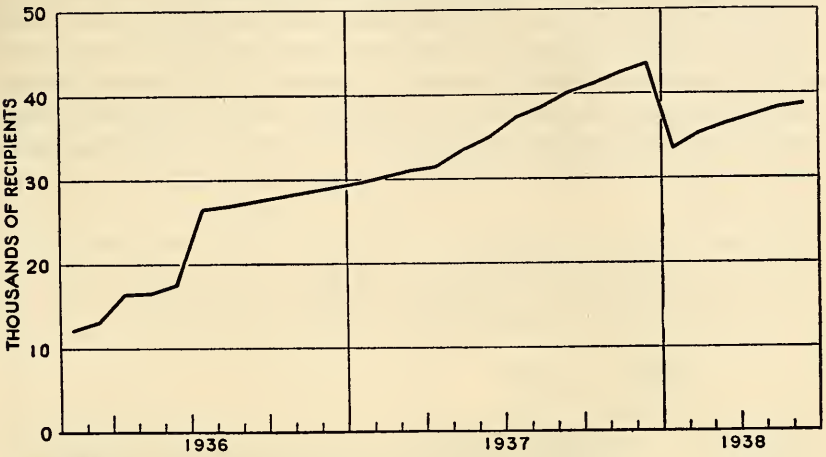
In June 1938, 39 jurisdictions were administering Federal-State programs for aid to the blind. In addition, Connecticut had an approved plan for which Federal funds had not been requested since

Chart 24.—Aid to dependent children: Average payment per family receiving aid in States with plans approved by the Social Security Board, June 1938[1]



[1] See table D-10.

Chart 25.—Aid to the blind: Recipients in States with plans approved by the Social Security Board, February 1936–June 1938[1]



[1] See table D-18.

the fiscal year 1935–36.[2] Pennsylvania's plan for aid to the blind was approved on December 31, 1935, but the statutory basis of the program expired on December 31, 1937, and no subsequent plan had been approved by the Social Security Board by the close of the fiscal year 1937–38.

As in old-age assistance, the Federal Government grants to States with plans approved under the Social Security Act, one-half of the amount (up to a Federal-State total of $30 per recipient per month) which the States pay as aid to the needy blind who are not residing in public institutions or receiving old-age assistance. In addition, the Federal Government increases the amount of its advance for assistance payments by 5 percent, permitting the States to use the additional sum for part of the administrative expense, for assistance payments, or for both. States may—and many do—pay more than $30 a month to individual recipients, but not more than $15 may be used from Federal funds.

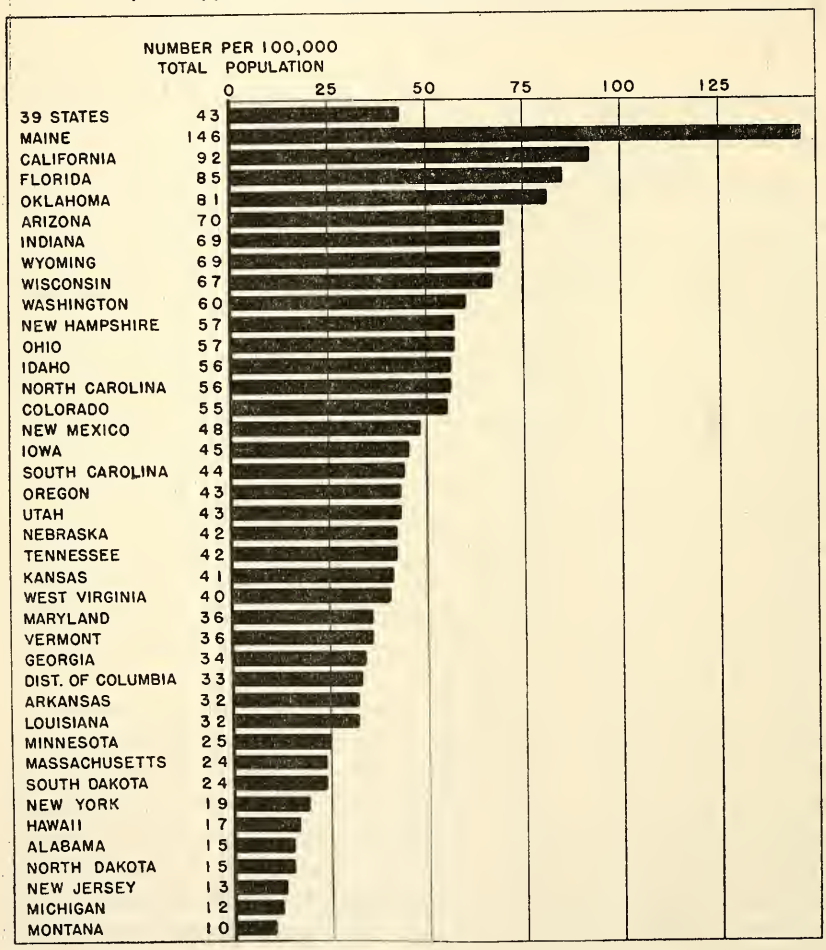
For the fiscal year 1937–38, the Federal Government granted the States a total of $5.2 million toward the operation of approved plans for aid to the blind. This total grant consisted of $4.9 million for assistance payments to recipients of aid and approximately $246,000 as the additional 5 percent. In States with plans approved by the Social Security Board the total obligations incurred from Federal, State, and local funds for aid to the blind during the fiscal year 1937–38 amounted to $11.4 million, exclusive of administrative costs. This

[2] A revised Connecticut plan for aid to the blind was approved on Nov. 1, 1938.

total exceeded by 27 percent obligations for the fiscal year 1936–37. Under the plans of 28 jurisdictions for which Federal funds had been provided for both months, the total obligations incurred for June 1938 were 33.7 percent higher than for June 1937, while the number of recipients had increased 20.3 percent. In the 39 jurisdictions administering Federal funds for aid to the blind in June 1938, there were 39,000 recipients of aid, as contrasted with a total of 35,000 recipients in 28 jurisdictions which made payments from Federal-State funds in June 1937.

The proportion of recipients of aid to the blind varied widely, as

Chart 26.—Aid to the blind: Recipients per 100,000 total population in States with plans approved by the Social Security Board, June 1938[1]



[1] See table D-16.

may be observed from chart 26, from a high of 146 per 100,000 of the estimated total population in Maine to 10 per 100,000 in Montana. The average rate for the 39 jurisdictions was 43 per 100,000. Variations among the States may arise from a number of factors, including State policy in giving old-age assistance or aid to the blind to aged blind persons who are eligible under either program. Since no valid data on the extent of blindness in the United States are available, the number of recipients of aid to the blind cannot be expressed as a percentage of the blind population.

For June 1938 the average grant for all 39 jurisdictions was $23.33 per recipient—$1.63 lower than the June 1937 average for 28 States. Of the 27 jurisdictions making payments for June of both years, 21 had larger average payments in June 1938 than in June 1937.[3] The lowest average per recipient in June 1938 was in Arkansas ($9.13) and the highest in California ($47.86). Only 2 jurisdictions paid an average of less than $10; 8 paid between $10 and $15; 7 between $15 and $20; 15 between $20 and $25; 5 between $25 and $30; and 2, more than $30.

Progress in Administrative Organization

Public-assistance programs in most States have already passed beyond the stage of primary concern with legislation and initial organization and now center on detailed planning for the development of more adequate organization, improved procedures, and greater recognition of the service responsibilities of State and local agencies. The Social Security Act allocates to the States responsibility for initiating a public-assistance program and for deciding questions of organization, administration, and policy. In the establishment and administration of State plans, the Social Security Board, however, is prepared to give advice and counsel to State public-assistance agencies.

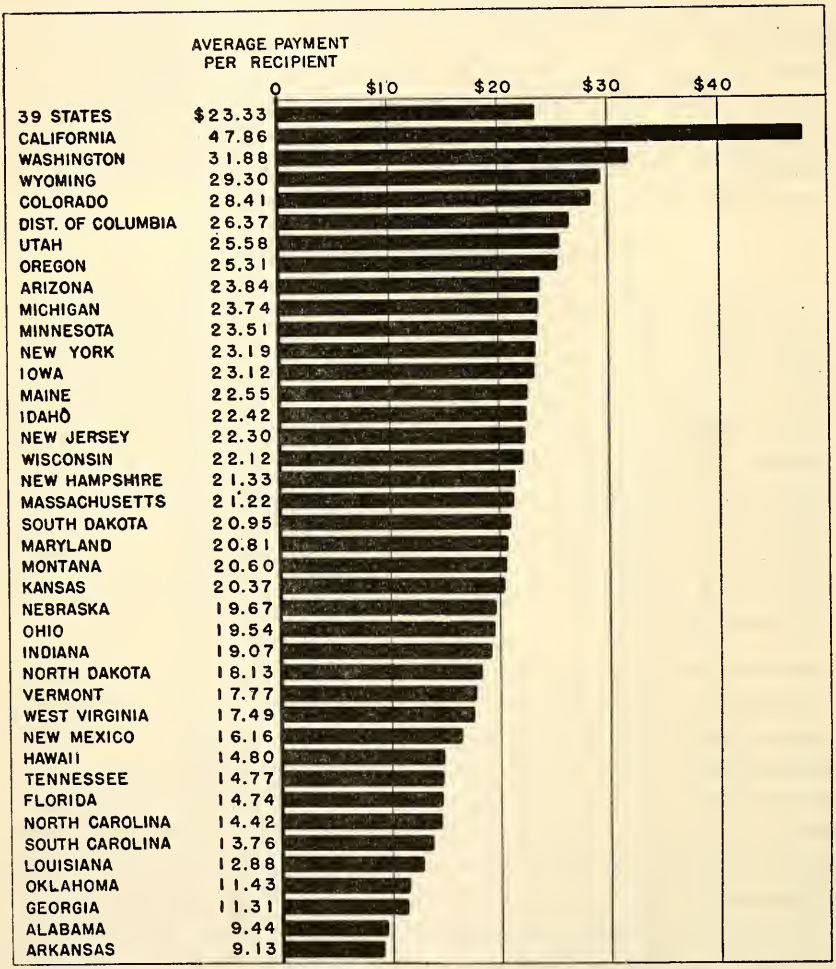
Services of the Social Security Board

Regional representatives of the Board visit the State agencies; discuss with State administrators the major problems involved in administration and reporting; interpret the requirements of the Federal act and the Board's regulations; assist State officials in developing new or revised public-assistance plans; and make suggestions and recommendations with respect to State problems of administrative organization, policies and procedures, legislation, finance, and related matters. As part of a field program the Board also

[3] The June 1938 average for all participating jurisdictions did not include Pennsylvania, since that State's plan had expired; in June 1937 Pennsylvania had a high average payment and its payments constituted more than one-third of the total for that month.

provides specialized advisory services on such matters as methods of determining need and otherwise establishing eligibility, medical care, family budgets, programs for ophthalmological examination of the blind; on procedures for developing standards of assistance; on standards for the appointment, classification, and training of State and local personnel; and on the development and use of reporting forms and auditing and accounting procedures. To provide State agencies with detailed and objective information on the operation of State and local programs as an aid in planning improvements

Chart 27.—Aid to the blind: Average payment per recipient in States with plans approved by the Social Security Board, June 1938[1]



[1] See table D-16.

in the programs, the Board stands ready to aid the States by making detailed studies of the administration of the public-assistance programs.

During the fiscal year 1937–38, in addition to the 16 new programs approved by the Board, 35 State plans were resubmitted and reapproved in revised or substantially amended form. In a number of States the legislatures made changes in the statutory basis for the State public-assistance programs. Many other States, as a result of the experience gained during the first year or two of operation of their public-assistance plans, modified their organizational structure or administrative operations without legislative change. Another group of States whose public-assistance plans had been approved in the earliest period of the Social Security Board's operation had not furnished information concerning their programs in the detail more recently submitted by other States. In order that the Board might have complete and comparable data on all approved programs, States were asked to submit new or revised plans to include detailed descriptions of the actual operation of their programs where the initially approved plan had been in brief form or had been altered materially.

State and local personnel

Under the Social Security Act, the Board is responsible for seeing that a State plan provides for efficient administration and guarantees adequate supervision of the program by a single State agency. Since effective administration is dependent largely upon qualified personnel, the Board has required that a State plan contain provisions relative to minimum qualifications to be used as a basis for staff selection in State and local agencies.

In States with applicable civil-service laws, the Board requires as a condition of approval of a public-assistance plan that the State agency conform to the State law with respect to the selection of personnel. In the other States the Board has encouraged the establishment of a merit system and has required that an approved State plan must contain provisions relative to minimum objective standards of education, training, and experience for State and local personnel. A career service, which is founded on unbiased selection of the best-qualified persons available, job classification based upon analysis of duties and responsibilities, an equitable plan of compensation, and promotion or dismissal on the basis of merit and performance, offers the public—whether as taxpayers or recipients of public assistance—a quality of service in keeping with the objectives of the Social Security Act and of State laws, and some assurance of reasonable administrative costs.

As has been pointed out in previous annual reports, the number of technically trained persons qualified to accept the responsibility involved in the efficient administration of State public-assistance programs has never been adequate, and the low salary scale which prevails in some States has seriously interfered with the employment of well-trained personnel. In a number of States, moreover, there are local residence requirements established either by law or by general policy which have seriously handicapped effective recruitment from available personnel. The inadequacy of administrative funds caused by percentage limitations or other arbitrary provisions has resulted in low salary scales and insufficient personnel in many State and local agencies. These conditions may make effective work difficult or impossible.

It has been the Board's position from the first that realistic, effective personnel standards can be developed only by the officials of the State and local agencies involved. While the Bureau of Public Assistance and the State Technical Advisory Service in the Office of the Executive Director have given consultative and advisory assistance to the States, it has been made clear to State officials that the responsibility for developing and maintaining standards could be assumed only by the State. When requested, members of the staff of the Board are available to State agencies for technical counsel in developing merit rules and regulations, in establishing job classification and compensation plans, and in planning merit-examination procedures.

Of the 50 jurisdictions with one or more public-assistance plans approved by the Board as of June 30, 1938, there are 14 in which the State staff is selected through civil-service examinations. In 8 of these 14, both State and local positions are under State-wide civil service, either because the program is State administered or because the State civil-service commission has jurisdiction over the examinations for both State and county staffs. In two others, civil-service examinations have been used for local staff positions through cooperative agreements between the State public-assistance agency and the State civil-service commission. In five States the law establishing State and county public-assistance agencies provides for merit examinations as the method of selecting personnel. In four additional States the State agencies are establishing examination systems for all positions or for county social-service positions under their general authority to promulgate rules and regulations. In the District of Columbia personnel are appointed from appropriate civil-service registers established for the Federal service. In other States some system of selection on the basis of objective minimum qualifications has been inaugurated or is in process of development.

Although progress has been made and increasing interest shown during the year in improving personnel standards in State agencies, much remains to be accomplished. The Board is confident, however, that there is increasing recognition of the value of qualified personnel in the field of public assistance and it is believed that, as increased efficiency and economy of administration resulting from the employment of such personnel are demonstrated, the existing personnel standards will be raised.

The Board has assisted States in planning staff development programs for State and local employees, including such matters as staff training through supervision and the granting of leave for professional training to a limited number of their promising employees in order that they may supplement their previous educational backgrounds. At the request of educational authorities, representatives of the Board participated in conferences with such agencies as the American Association of State Universities, the American Association of Land Grant Colleges, and the American Association of Schools of Social Work, called for the purpose of discussing the need for properly trained personnel in public assistance, the nature of the education and training required, and the facilities already available for professional education in this field.

State and local organization

A trend toward the development or reorganization of State welfare agencies to place responsibility for all three types of public assistance under one State agency has continued during the fiscal year 1937–38. Integration of responsibility provides an organizational basis for more economical and efficient administration, especially when the State agency also carries responsibility for other welfare functions, such as general relief and child-welfare services. It permits the State to maintain a balance among the various programs, to formulate consistent policies and procedures applicable to all methods of furnishing public aid and services to needy groups, and to develop a unified State field staff.

Of the 44 jurisdictions with more than one public-assistance plan approved by the Board at the close of the fiscal year, 31 designate one central agency as responsible for administration or supervision of three programs, and 11 designate a central agency with similar responsibility for two programs. Complete integration of State public-assistance activities requires, of course, much more than the nominal grouping of several State programs within one State department. Separate divisions within one department can be as remote as if the programs were administered under entirely separate State

agencies. Sound integration of programs requires such measures as the formulation and establishment of policy on the basis of thoughtful consideration of all programs, planned coordination among the administrative personnel of all programs, and the development of a central channel between the State and its local subdivisions.

The development of unified State administration or supervision of several types of public aid has also encouraged administrative consolidation in many communities to provide a single local department of public welfare. The development or reorganization of these local agencies has simplified administration, reduced duplication of work, and has made it possible in many instances for the community to utilize its local resources more advantageously.

As a condition of Federal approval a State agency must either administer its public-assistance program directly or supervise administration by the local agencies. Whether the offices responsible for local administration of the program are branch offices of the State agency or separate county or municipal agencies under State supervision, the State agency must establish a clearly defined channel—the State field staff—through which to carry on the processes of guidance and consultation which enter into the development of the State-local relationship.

During the early days of some of the State welfare programs there were as many as three or four separate State field staffs, each responsible for the functions carried on by one of the divisions of the State office. The confusion which arises from a multiplicity of State representatives and from the expense of maintaining these various field staffs has made it evident that there should be a single, well-qualified field staff responsible for State-local relations in all the public-assistance programs, supplemented with consultants attached to the State office and available for specialized technical service to localities.

An important question which confronts all State agencies is to what extent responsibility for the administration of a public-assistance program should be placed in local agencies. The degree to which States have decentralized their administrative authority varies widely. There are, however, two major types of organization: In one, a county or municipal department of public welfare, established as part of the regular governmental machinery of a political subdivision, administers the public-assistance programs subject to the supervision and the rules and regulations of the State agency; in the other, the State agency establishes its own branch offices to carry on local administration. In the first type, the local agency is usually vested with substantial authority in the actual operation of the local program, subject to the State rules and regulations and the supervision of the State field staff.

In the second type, the central State office usually exercises more detailed control of local administrative activities. In about one-third of the approved public-assistance plans in operation at the end of the fiscal year 1938, the central State agency was responsible for local administration through its own branch offices, but the extent of the administrative responsibility granted these offices differed from State to State.

In the initial development of the public-assistance programs in a number of States, the local units were required to obtain the approval of the State department before each individual case could be certified for assistance. During the fiscal year 1937–38, many of these States have decentralized to a large extent this responsibility for determining individual eligibility and the amount of the assistance grant This decentralization has provided a basis for strengthening local administration and has given the State office an opportunity to devote more attention to developing improved organization and procedures in local offices; to assisting local agencies with specialized advisory services; and to supervising local administration in the light of the total State program.

Services of other State agencies

Development of the public-assistance program and its adaptation to the existing framework of State government have involved adjustments between the State public-assistance agency and other State agencies concerned with the program. Problems have arisen in States where auditing practices have been proposed which, in effect, would limit the authority of the State public-assistance agency over matters which are clearly its responsibility. Such a plan would seriously conflict with the requirements of the Social Security Act concerning "a single State agency," and the Board, therefore, has aided these State agencies in developing mutually satisfactory divisions of responsibility.

Somewhat similar situations have arisen in the relationship between the State public-assistance agency and the State attorney general. The State public-assistance agencies have frequently asked the advice of State attorneys general upon matters which were administrative rather than legal in nature; on some occasions the attorneys general have responded with decisions which seriously handicapped the State agencies. The Board has attempted to aid States in suggesting the types of questions which State agencies should settle on an administrative rather than a legalistic basis. Aid has also been given to the States in working out the relationship between the State public-assistance agency and the State personnel agency in the development of job specifications, the classification of positions, the giving of examinations,

and the certification of individuals who are eligible for appointment.

It is obviously of great importance that satisfactory interrelationships be maintained between State administration of the special types of public assistance and other public programs—Federal, State, or local—designed to provide funds or services to needy persons in the State. It is important also that public-assistance agencies cooperate with private social agencies so as to ensure economical and well-rounded utilization of all resources of the community. As a means of assisting States and localities in planning their operations in the field of public assistance, the Board, through collaboration with other Federal agencies and with State and local agencies, has issued monthly reports on relief, to which reference has been made in earlier pages. Through these reports, maintained in considerable part by the voluntary cooperation of public and private agencies, it is possible to compile and issue data on the operations of more than 4,400 agencies concerned with provision of aid to persons in need.

Clearly the most effective methods of integrating and utilizing various resources available for aid to persons in need must be determined by each State in line with its specific problems and the means available for meeting them. Certain general questions in this field are discussed in later pages. In general, the Board has repeatedly affirmed its belief that an essential first step in this direction is effective integration, on both State and local levels, of the three programs for public assistance provided under the Social Security Act and, whenever possible, State or State and local provisions for general relief.

Financing Public Assistance

Federal funds certified to the States for public assistance in 1937–38 amounted to $209.4 million, an increase of 43 percent over the $146.1 million certified for 1936–37. In addition to the Federal funds made available, it is clear that some States have assumed considerably greater financial responsibilities for the well-being of these special groups of needy persons than were borne prior to the establishment of the social security program. In August 1935, the month in which the Social Security Act was passed, the amount of payments to recipients from State and local funds for these special types of public assistance amounted to $9.8 million for 45 States, the District of Columbia, and Alaska. For June 1938 the amount of obligations incurred from State and local funds in these same jurisdictions had increased to approximately $18 million. In addition, for the latter month more than $5 million was incurred for payments from State and local funds in those jurisdictions not administering the special types of public assistance in August 1935. The act has served, as

was hoped and intended, to provide not only the additional Federal funds authorized by Congress but also to stimulate States to make more adequate provision for persons in need.

The extent and nature of State appropriations for old-age assistance, aid to dependent children, and aid to the blind are governed by a number of interrelated factors, among them State resources available for this purpose, the extent of need, and policies of the State. The widely varying resources of the States are doubtless reflected to some extent in the variations in the average amounts of payments to recipients under each of the programs. Many other factors also influence the levels of payments, among them State policy with respect to one or another of these groups of the needy, the extent of need among groups not included in the Federal-State public-assistance system and the responsibility assumed by the State for these groups, the cost of living in the various sections of the country, and the adequacy of State administration.

Questions of Federal policy

The Board is deeply concerned that the level of payments prevailing in some areas of the country is too low to achieve the purposes of either the Federal act or State legislation. It is concerned also that in some other areas appropriations have been made for one type of public assistance, which may, in effect, jeopardize the support of other State services of at least equal importance, such as education or public health, and which may even endanger State solvency. In some areas, a short-sighted attempt at economy has prevailed, which has limited administrative costs to amounts too low to sustain effective and economical administration.

It has been argued by some students of Federal-State relationships that grants-in-aid to the States should be apportioned by means of some formula which would recognize the variation in State resources and so would provide larger amounts for the States with smaller resources of their own. Such a formula, it should be pointed out, must take account not only of the income available within a State for a given purpose but also of that State's relative requirements for that type of expenditure. In the case of the programs for the special types of public assistance, for example, it would be necessary to know both the amounts of tax funds actually and potentially available and such matters as the ratios of the groups of the aged, children, and blind to the gainfully occupied population; the extent of need among these groups; and the amount of aid required for support at the level of health and decency. The Board has initiated a series of studies of basic factors which underlie this and similar problems in the broad field of social security. These include studies of the fiscal

capacities of the States, of family composition, and of costs of living. Such studies entail careful examination of large amounts of fragmentary or sample data, combined with efforts to construct valid estimates for factors on which precise information is difficult to obtain. It is anticipated that State agencies will participate in the collection of these data.

The question as to what proportion administrative expenditures should bear to total expense within a State for a public-assistance program likewise is one in which allowance must be made for the variation in problems and procedures of the respective State agencies. Under the programs for old-age assistance and aid to the blind, the Federal act provides for an additional 5 percent to be added to the assistance grant, which may be used by the States in meeting part of the cost of the administration of these types of aid. This provision has led certain State legislatures to the conclusion that this is the ratio which administrative cost should bear to total payments to recipients. Experience has demonstrated that 5 percent of total expenditures is far too little to permit the development of sound organization and effective and economical administration of public assistance, and that the development of a sound system of administrative budget planning and control, based upon the demonstrated needs for staff and other administrative costs, is the only satisfactory plan. There is no direct relationship between the total volume of expenditure and the amount needed for administration. States making high levels of payments and having a large number of recipients will usually need relatively smaller percentages for administrative expense in relation to the total than States with low levels of payments and with small programs. False economy in administrative expenditures may result in the waste of assistance funds through payments to persons who are not in need or whose needs might be met in other ways, and may seriously limit constructive services directed toward the prevention of future dependency.

Several States have assumed that administrative expenses of a public-assistance program should be radically curtailed after the initial group of applicants has been placed on the rolls. While operation of a new public-assistance plan may be somewhat more expensive in the early period than subsequently, it must be remembered that the initial determination of eligibility is merely the beginning of the program and that allowance must be made for the costs of periodic review of eligibility and for developing and providing the various services necessary to recipients of aid.

Up to the present time, the Board has not requested the States to submit, as part of their public-assistance plans, detailed information

with respect to administrative costs. However, a voluntary system of reporting administrative expenditures is being installed in a number of States on an experimental basis. It is anticipated that, by the end of the fiscal year 1938–39, a substantial body of information will be available as an aid in the development of more adequate data on administrative expenditures.

In certifying grants to the States for public assistance, the Board must ascertain that the Federal funds are expended for the purposes for which they are authorized and in accordance with the approved plan. The three public-assistance titles of the Social Security Act provide that if, after due notice and hearing, the Board finds that a State has failed to administer its plans in conformity with the requirements of the Federal law, or has imposed conditions which are prohibited by the Federal act, no further Federal grants are to be made until the situation is remedied. Since this drastic action almost inevitably penalizes recipients of public assistance, the Board regards suspension of Federal grants as a last resort, to be utilized only after all other methods of persuasion and negotiation have been exhausted. During the fiscal year major deficiencies, amounting to nonconformity with the requirements of the Federal law, developed under several State plans. After the situation had been discussed with the appropriate State officials, in all but two States deficiencies were remedied by the State agency without need for further action by the Board.

In several parts of the country the increase in political activity preceding the 1938 primaries had implications for State and local administration of public assistance. There were instances in which candidates for office made direct appeals to obtain the political support of recipients. The Board has taken every measure within its authority to discourage such practices.

Widespread interest has been evinced in recent years in problems of old-age security, and several States have concentrated their efforts upon developing and expanding old-age assistance while giving relatively little attention to dependent children, the blind, or other groups in need of public aid. At the close of the fiscal year 1938, 50 jurisdictions had availed themselves of Federal funds for aid to the needy aged, while only 39 were using Federal funds in aid to the blind and 40 in aid to dependent children. Obviously, the obligation of society to provide for children who have been deprived of parental support is at least as great as that of providing for the aged. On the whole, grants for aid to the blind tend to be somewhat more adequate than those for dependent children. In some parts of the country, however, there is as yet little recognition of the fact that blind persons may have special needs.

In States which are receiving Federal funds for aid to dependent children, use has not always been made of the full amount of Federal funds available. For some years prior to the approval of the Social Security Act many States had been expanding their laws for "mothers' aid" by eliminating the original provisions which limited aid to children living with their widowed mothers. Not all States, however, have yet taken full advantage of the fact that under the Social Security Act the Federal Government participates in payments made for dependent children who are living in the home of any one of a comprehensive list of relatives. It seems likely also that there sometimes has been failure to recognize that the Federal act permits participation in payments on behalf of children who have been deprived of parental support because a parent is incapacitated physically or mentally as well as those who lack support because of a parent's death or absence.

In the administration of aid to dependent children a number of localities have retained some of the attitudes which are characteristic of earlier practices. In some places it has been the traditional practice to give mothers' aid only to selected applicants and to leave to the overseer of the poor or other local official the families in which serious social problems existed. Modern practice in the States recognizes that the major consideration must be the welfare of the children rather than the conduct of the parents and that the existence of social problems in a family group usually indicates the need for more intensive service rather than for curtailment of aid.

When families fail to receive assistance under a systematic program for aid to dependent children, their only recourse is to seek general relief, work relief, or private philanthropy. No data are available to show what proportion of the recipients of general relief or work relief represent families eligible for aid to dependent children. Ordinarily State and local provisions for general relief are inadequate, and in most communities adequate private aid is not available. It is a question whether it is socially desirable for mothers with dependent children to spend a large proportion of their time as wage earners outside the home. There can be no doubt as to the desirability of an adequate program for aid to dependent children with individualized service. From the standpoint of the State, such a program also may be less costly, since general relief must be financed wholly by the State or the State and locality.

The needs of children are fully as imperative as those of the aged. In aiding the aged, society acknowledges its debt to a previous generation; in aiding children, it passes on a richer capital investment to the future. The Board hopes that during the coming fiscal year States

will give special heed to the adequacy of their provisions for dependent children, since these groups have relatively little opportunity to bring their plight to public attention.

Questions of State policy

The financing of the share of public-assistance expenditures which is not borne by the Federal Government has been of increasing concern in almost all States during the past fiscal year. There can be no assurance of adequate and regular public-assistance payments unless the methods of providing revenues are carefully planned in relation to the total fiscal structure of the State. In several States legislative or executive commissions have been established to survey the entire problem of financing all forms of aid to persons in need and other welfare services. There has been a continuing tendency on the part of the States to use State, rather than State and local, funds for the non-Federal costs of assistance payments. In June 1937, 47 of the 115 approved plans were financed without participation by the local governmental subdivisions; in June 1938, of 130 plans, 60 had no local financial participation. The relatively greater ability of the State, as contrasted with that of local governmental units, to utilize tax resources and to make some provision for meeting the special needs of distressed local areas seems to have been largely responsible for this development.

Most States in which the local governmental subdivision has no direct financial interest in the assistance programs maintain a higher degree of centralization of administrative authority than has been the case in States in which the localities share in the costs of these activities. While the argument has often been advanced that local financial participation is essential to avoid separation of responsibility for raising public funds and for expending them, the Board's experience during the past fiscal year indicates that, even in States in which a substantial share of the assistance payments is supplied from local sources, local agencies may have little regard for the dictates of prudent and economical administration. On the other hand, in certain States in which assistance programs are financed wholly from State and Federal funds, certain local agencies have maintained assistance grants at almost as low a level as that which prevailed when only local tax funds were used to finance the programs.

During the fiscal year 1937–38 the problem of effective utilization of State resources has been especially difficult in several States in which a substantial share of the assistance costs is met from local funds. Because of the inability of local political subdivisions to realize sufficient revenues to finance their portion of public-assistance

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expenditures, these States have been faced with the problem of devising methods of allocating State and Federal funds among localities in some relation to their respective needs. There has been substantial progress toward meeting the fiscal problems of local communities where needs are greatest and resources are least. There are still a few States, however, in which major fiscal and administrative problems exist because the State public-assistance legislation requires allocation of State funds among the local subdivisions on a basis which does not permit consideration of important factors.

Under the Social Security Act, Federal grants to States for public assistance may be made only for aid to persons who are in need. Questions as to what constitutes "need" and how need is to be measured are determined by the States and have been a major concern of State legislatures and agencies. In most States the old-age assistance plans provide that individuals shall be eligible for aid either if their income and resources are insufficient to provide reasonable subsistence compatible with decency and health, or if their available income (subject to certain property limitations) is less than the maximum assistance allowance permitted under the State plan. Similarly, the amount of the grant in most States is to be "sufficient to provide for decency and health," usually subject to a maximum of $30 a month or $30 a month minus any income the individual may have. In general the plans for aid to dependent children, and to a somewhat lesser extent for aid to the blind, are more flexible in their provisions for determining need and the amount of the grant than are those for old-age assistance, though in these programs also the States have tended to set as maximum grants the amounts specified in the Social Security Act as the maximums toward which Federal funds may be applied.

Experience in the States clearly indicates the advantages of family budgets as an objective method for determining need and for deciding the amount of assistance to be granted. While payments for all three types of assistance are intended primarily to meet the specific needs of individual recipients, the assistance check is often regarded as part of the general household income. It is important, therefore, to know the amount of the budget needed for the entire household and the amount of the total family resources so that the payment made to the recipient of public assistance may be adjusted, within the limits set by State law and funds, to constitute his appropriate contribution to household expenses. Utilizing the local costs of the essential items, a family budget can be used as a basis for determining assistance payments so that recipients in various parts of the State will receive, as required in the Social Security Act, substantially the

same level of assistance. Actual payments, of course, will ordinarily vary widely within a State to take account of differences in costs of living in urban and rural areas and the differing needs of individual recipients. To grant a uniform amount to all recipients discriminates, in effect, against those whose needs are greatest. Use of family budgets requires an individualized approach rather than an arbitrary formula. Because of its individualized and technical character, the family budget principle can be utilized successfully only when funds are sufficient to provide an adequate standard of aid and when both State and local agencies have staffs competent to apply it.

There has been some resistance to the budgetary approach in instances in which the local agencies are apprehensive of State supervision. In some areas there is a belief that the local administrator or the local welfare board has sufficient general knowledge of the circumstances of an individual applicant to estimate the amount of assistance required without the necessity of computing a budget. Since State agencies are responsible for guaranteeing substantially equal levels of treatment to recipients in all local political subdivisions, the States have been advised that in the absence of an objective standard for determining the amount of the grant, the variation in grants among the localities might be so great as to result in a series of county plans rather than a single State-wide plan, as required by the Social Security Act.

Recipients of old-age assistance, aid to the blind, and aid to dependent children usually require aid over an extended period, and their needs must be met on something more than an emergency basis. In certain States which have not made allowance for medical care, clothing, or other essential items, recipients are compelled to use portions of the assistance grant intended for rent or food to meet these items. In other instances, the failure of the State to recognize the inevitability of expenditures for such items as clothing may have led to the concealment of income or resources by the recipient, in order that these expenditures might be met. The amounts concealed have usually been small, and the needs to be met have usually been pressing, but the fact that official policy would not permit the recipient to meet these obvious needs has impeded the establishment of a frank and honest relationship between the recipient and the agency.

The utility of a budgetary system is not confined solely to the determination of need and the amount of assistance to be awarded. Since the budget represents a careful determination of the amounts to be expended for various living costs it may serve as a substantial aid to recipients who must manage on very small incomes. Obviously, since recipients of assistance have had responsibility for managing

their own incomes before they came on the assistance rolls, the budget is not intended as a restriction on their specific expenditures. It does furnish a useful tool to aid them in planning their expenditures on the most economical and efficient basis.

In all States the amount of money available for public assistance is limited either by legislative appropriation or by the productivity of certain tax sources. Therefore, the policy which a State adopts as to the determination of need is a major factor in limiting the size of its assistance case load. Almost every State, at one time or another, has been faced with the question whether it was better policy to spread the available funds thinly over the large group in need or to restrict the group and provide more adequately for those who were accepted for aid. The States with the longest experience seem to have concluded that the latter course is preferable, and, when a choice has been necessary, they have built up waiting lists instead of lowering the standards of assistance. The existence of a group of presumably eligible persons whose applications have been placed on a waiting list because of lack of funds raises a question of conformity with the provision of the Social Security Act which requires an opportunity for a "fair hearing" for any person to whom assistance has been denied. On the other hand, the damage which might be done to the whole standard of assistance in many States if the Board insisted on literal compliance with this provision might wreck a State program.

On occasion States have tried to conserve limited funds by making a fixed percentage cut in all payments to recipients already on the rolls. While this practice is required under certain State public-assistance laws, the Board has endeavored to discourage it. The effect of a 10-percent cut in the payment to a recipient who has no income except his monthly $20 or $25 assistance check may be much more serious than the same percentage cut for one who receives $5 each month to supplement other income. One State agency has adopted the policy that no recipient shall receive more than 150 percent of the average for all recipients. In States where the average grant is low, a fixed policy of this type makes it impossible to provide adequately for individual needs.

In determining the amounts of assistance payments, some States exempt certain types or amounts of income already received by the applicant. Exemptions of this nature are, of course, an attempt to provide more liberally for certain groups of individuals within the group eligible for assistance. Experience in this procedure, however, indicates that such exemptions sometimes encourage inadequate investigation of resources and result in disregard of individual needs.

In determining an applicant's financial eligibility for old-age

assistance some States require, as a condition of acceptance, that individuals who possess real or personal property in excess of a specified limit transfer the property to the State or give the State some type of lien upon it. Provisions of this nature were contained in most of the old-age assistance laws enacted prior to the Social Security Act. Under the Federal law, if a State or any of its local subdivisions receives reimbursement from the estate of a recipient of old-age assistance, one-half of the amount so recovered must be paid to the Federal Government. However, each State decides for itself whether or not recoveries are to be made from the estates of recipients. Of the 50 plans for old-age assistance in operation on June 30, 1938, 35 contained some provision for taking liens or for recoveries from estates.

Another question which has been under discussion within the States, with widely varying answers, is the extent to which assistance may or should be denied to applicants for public assistance who have relatives who may be able to help them. Many State laws contain provisions making ineligible for public assistance those whose legally responsible relatives can assist them. Difficult questions arise, however, in judging the ability of relatives to assume this burden, especially when they are unwilling to do so. Under the Federal act the general policy on which such decisions are to be made, like other factors affecting the judgment of need, is a matter for State determination. When States have requested advice, the Board has declared its belief that decisions of this kind should be made, within the latitude permissible by State law, on the ground of the best interests of both the recipient and the legally responsible relative. A rigid or merely legalistic requirement that relatives assume these responsibilities may produce problems more serious than those it solves, especially in borderline cases when, at most, only small amounts of support are involved. The responsibility of a son to aid his aged parents must be considered, for example, in the light of his responsibilities to his wife and children, and with a view to maintaining the normal family relationships important to both the older and the younger generations. At the same time, administration of these aspects of State public-assistance programs should not be such as to weaken the sense of family integrity on which children and the aged have always relied.

Decisions of this type and many others which affect the lives of persons who are living on the margin of subsistence require capacity to observe, evaluate, and, to the greatest possible extent, to harmonize the often tangled and apparently conflicting interests of public policy and personal relationships. They underscore the need for permanent, experienced personnel in the staffs of State and local public-assistance agencies and for a level of education and training which will

ensure that these staffs have both a mastery of the necessary professional skills and a broad and unbiased understanding of the purpose of the program and of the individuals with whom they are dealing.

Since the determination of need and of amount of assistance is fundamental to all the aspects of the public-assistance program, the Board has considered the problems involved through several approaches. From time to time States have been requested to supplement their plan schedules with specific material describing the methods to be used in dealing with these questions, and to keep the Board currently informed of changes in policies or procedures. The regular review of the State plans involves a careful study of the methods which the State proposes to utilize. The regional staff of the Board reviews with State officials the problems which have arisen in this field and is in constant touch with State developments. As part of its regular evaluation of the operation of State plans, the Bureau of Public Assistance, through its field staff, examines the available data relating to the distribution of assistance grants, the variations throughout the State and the possible explanations of unusual variations, the adequacy of State supervision, the existence of waiting lists, the fiscal situation, and similar factors.

Future Developments in Public Assistance

In both the extent and quality of its performance, public assistance under the Social Security Act has been established on a basis which assures steady and permanent progress in the security of old people, needy children, and the blind. In a number of the States which are not cooperating in all programs under the Social Security Act, steps already have been taken which make it reasonable that Nation-wide participation can be expected in the not-too-distant future.[4] While there still are inadequacies in funds, in legal provisions, and in administration, these deficiencies are being lessened or corrected as the program goes forward. In addition, some States have initiated development of some aspects of the program which, while not explicit in the Federal act, are implicit in its objectives.

Interstate Agreements

Within the field of public assistance under the Social Security Act, it is believed that effectiveness and economy can be promoted by development of reciprocal State agreements. There has been evidence of increasing recognition by State officials of the values of interstate cooperation, though actual steps in this direction have proceeded

[4] On Aug. 30, 1938, the Board approved the Florida plan for aid to dependent children; on Sept. 2, the Virginia plans for old-age assistance, aid to dependent children, and aid to the blind; on Oct. 18, the Mississippi plan for aid to the blind.

slowly. Some progress has been made during the year through agreements among the State agencies in the exchange of information on birth certificates and on other documents and records pertaining to the eligibility of recipients. Further agreements between the State of Washington and the Territory of Alaska provide that recipients of old-age assistance under the Alaska plan who reside in Washington may receive services through the Washington agency. The District of Columbia and Maryland have a somewhat similar arrangement, and during the year 10 additional States have indicated interest in developing such agreements. The Bureau of Public Assistance has cooperated with the American Public Welfare Association, the Council of State Governments, the Inter-Agency Service of the Family Welfare Association of America, and other public and private agencies in exploring the possibilities in this area of administration.

The most promising field for interstate agreements in the public-assistance program appears to be that of the exchange of services among the States. For example, an applicant for old-age assistance may have sons and daughters elsewhere, and the local agency to which the application has been made may wish to know whether they are able and willing to contribute to his support. Experience has demonstrated that situations of this nature cannot be effectively handled through correspondence. The public-assistance agency, however, may request the similar agency in the second State to interview the children, call their attention to the parent's situation, and find out whether they can help. Interstate agreements might also be developed to cover cases of persons who are receiving assistance from one State and wish to move to the home of a relative in another. Under a few public-assistance laws it is possible for a State agency to continue to make payments to an individual who has left the State. The State to which a recipient has moved might agree to visit such a recipient periodically to ascertain whether he is still eligible for aid and whether his needs are being met adequately. The costs of performing these or more extensive services are an important question. Any extensive system of such agreements will involve some method by which at least a part of this cost may be borne by the agency requesting the service.

A serious hindrance to the development of more extensive interstate services to recipients arises from the rigidity of State residence requirements, in particular the residence requirements for old-age assistance. With a few exceptions, States have adopted for old-age assistance the maximum requirement permissible for plans approved under the Social Security Act, i. e., that an applicant has been a resident of the State for five of the nine years preceding his application

and has been in continuous residence for the year immediately preceding. A provision such as this may make it impossible for a recipient to go to another State to relatives who can offer him a home or a share of his support, even when such an arrangement will result in a saving of public funds as well as the greater happiness of the individuals concerned. When a recipient of old-age assistance is obliged to change his State residence, he may have to seek general relief or poor relief or private philanthropy in the new locality; when these forms of aid are obtainable, they must be borne by the community to which he has moved, without benefit of Federal funds such as are available for the special types of public assistance. It is likely, therefore, that carefully worked out reciprocal agreements would be of value to the States as well as to recipients who are trying to maintain family ties. Residence requirements are a less serious factor in the program for aid to dependent children since the Social Security Act does not authorize Federal grants for plans which require residence of more than a year as a condition of eligibility for aid, but here also they sometimes make for hardships which might be lessened or obviated by interstate agreement.

Medical Care and Other Services

Throughout the country there has been increasing recognition during the past year of the inadequacy of the resources available for the medical care of needy persons. The amounts granted to recipients of old-age assistance, aid to dependent children, and aid to the blind rarely include allowance for medical services, although some States have made some provision for special diets and for expensive medicines. In the larger urban centers, the general public provisions for the medical care of the needy have been utilized, but these have seldom been sufficient in number or equipment to meet the need. In rural areas, as well as in some of the cities, such medical care as is available to needy individuals has usually been furnished by private physicians who received little or no remuneration.

The lack of facilities for the care of recipients of public assistance who are chronic invalids has created especially difficult problems in all the States. In a few areas county homes for the aged or county poor farms have been converted into district institutions for the care of the chronically ill; to provide adequate standards of medical and nursing care in such institutions is a problem of major importance. In most localities, however, private nursing homes or similar institutions are the major resource for care of chronic sickness. The general laws of many States make no provision for the licensing of such institutions by public-health authorities. As a protection to recipients,

a number of State agencies have therefore developed arrangements for inspecting and approving institutions of this character in which recipients of assistance reside. Lack of facilities for medical care of needy persons in their own homes sometimes makes it necessary to transfer aged persons or other recipients of public assistance to public hospitals or county homes, even though the change entails loss of the Federal contribution toward their assistance while they are resident in public institutions. In such cases the cost to the community may be greater than would be the case if community services were available for medical care of needy persons in their own homes or in clinics and for visiting-nurse service.

During the past year the Chairman of the Social Security Board has served with representatives of other Federal departments on the Interdepartmental Committee to Coordinate Health and Welfare Activities appointed on August 15, 1935, by the President. The Chief of the Division of Health Studies of the Board has served as a member of the Technical Committee on Medical Care, which prepared reports on the need for a national health program and the possible nature and scope of such a program.[5] These reports summarize authoritative data of governmental and other agencies which show that sickness and premature death are prime causes of poverty and dependency and that they are far more prevalent among low-income groups, such as those included under the public-assistance program, than among families in comfortable circumstances. The several recommendations for a national health program, including development of more adequate services for both the prevention and care of sickness, are of special moment to the public-assistance program.

These recommendations presuppose, with one exception, use of a principle of Federal grants-in-aid analogous to that used for public assistance under the Social Security Act, although the proposals contemplate variable grants depending on the financial needs of the States, rather than grants in fixed proportions to State expenditures. It seems clear that development of the measures proposed for that program would be of special value in promoting the well-being and happiness of recipients of public assistance and would serve at least to some extent to avert costs which must be borne by public funds for dependency arising from preventable or curable illness and premature death.

In the Second Annual Report it was noted that the Board had developed and recommended to the States a definition of blindness in ophthalmologic terms and a form for recording the cause of blindness, diagnosis, prognosis, and recommendations as to medical or

[5] See p. 18.

surgical treatment indicated by examination of applicants by ophthalmologists or other physicians skilled in diseases of the eye. Many States which are administering Federal funds for aid to the blind have acquired the services of competent supervising ophthalmologists in connection with the medical aspects of their program. A conference of these ophthalmologists was held in connection with the 1937 annual meeting of the American Academy of Ophthalmology and Otolaryngology.

The information gathered through the ophthalmological examination of applicants for aid to the blind is being used by a number of States not only in determining eligibility for aid and in arranging for the indicated medical or surgical care for the individual but also in planning programs for prevention of blindness. Unfortunately, in a large number of States the facilities for providing restorative treatment are very limited. In States in which the State public-assistance agency has worked closely with the State commission for the blind, the State health department, and other public or private agencies especially interested in the welfare of handicapped groups, there has been substantial progress toward the provision of more adequate facilities for education, vocational training, placement, medical care, and other services for the blind, as well as in the improved utilization of existing facilities. There continues to be a great need for special attention to the rehabilitation of the younger group among the blind if prolonged dependency upon public aid is to be minimized.

Medical care is one of many services, as distinguished from payments, essential to the well-being of persons on the assistance rolls. With the continued development of personnel standards and with progress in integrating operation of the three special types of public assistance and coordinating these programs with other provisions for public aid, it is anticipated that increasingly effective service will be provided to persons who are obliged to rely on public funds for part or all of their support. Appreciable progress in this direction has been made in some communities. Elsewhere the pressures attendant on the establishment of new programs have prevented some State and local agencies from giving heed to more than their initial responsibilities for handling applications for public assistance and for making payments. The Board believes that public-assistance agencies should and will play an increasing part in providing counsel, leadership, and effort toward the development of well-rounded State and local programs for social welfare.

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MANAGEMENT AND PLANNING

The old-age insurance, unemployment compensation, and public-assistance programs constitute what may be termed the operating functions of the Social Security Board. Geared closely to these operating functions are a number of service functions which bind the several programs into an administrative whole. The bureaus and offices which carry out these service activities work with the operating bureaus in the fields of coordination and management; law; research, analysis, and planning; and public information.

Coordination and Management

Coordination and management activities are centered in the Office of the Executive Director, which is responsible for the general supervision of the work of all bureaus and offices of the Board and for the application of policies formulated by the Board. The duties of this Office include the assembly, review, and preparation of materials for the consideration of the Board; the preparation of a financial program for the Board and the control of financial operations; the conduct of administrative relationships with the States and with agencies of the Federal Government; and direction of the Board's regional and Territorial offices. During the year under review, new functions have been assigned to the Office, and the volume of detail in connection with older functions has grown as the Board's activities have kept pace with an expanding program.

Outstanding among the new functions assigned to the Office of the Executive Director is the task of providing assistance to State agencies in the establishment and development of personnel programs, an activity for which the State Technical Advisory Service is responsible under the supervision of the Executive Director. This Service, which consolidates and expands activities formerly conducted in the Bureau of Unemployment Compensation, the Bureau of Public Assistance, and the Bureau of Business Management, is designed to promote the efficient administration of unemployment compensation and public-assistance programs by assisting State agencies in establishing objective personnel standards. In conjunction with the Bureaus of Unemployment Compensation and Public Assistance, the Service has provided technical assistance requested by the States and has conducted research in merit-system procedures and other problems of personnel

administration. Improved personnel procedures have effected a conservation of State and Federal funds which more than justifies continuance of these services.

Development of a division for coordination and procedure in the Office of the Executive Director has served during the year to integrate the activities of the Board's various bureaus and offices in aspects of the program with which they are jointly concerned. A similar coordination of the Washington staff with personnel in the field also has been effected through the Office of the Executive Director. Increase in activities under each of the several programs with which the Board is concerned and the consequent increase in personnel have made coordination of plans and activities a major aspect of the Board's administrative responsibilities during the past year.

Personnel and Business Management

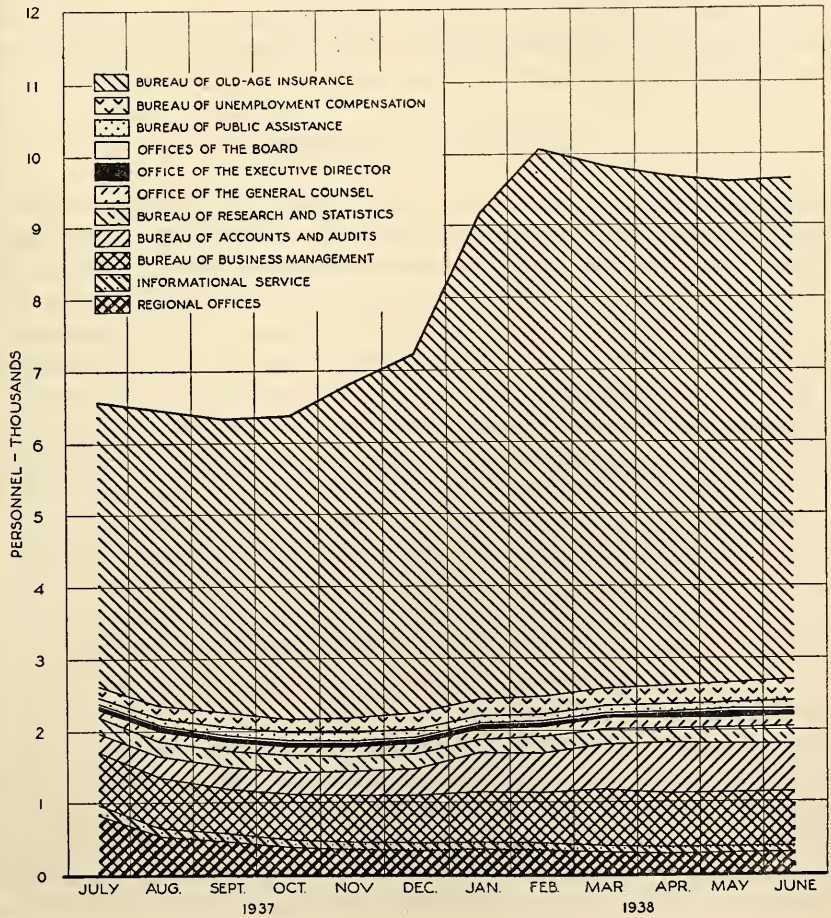
Actual performance of the management functions for which the Office of the Executive Director is responsible is delegated, in most cases, to one or more of the service bureaus of the Board or to the regional offices. The largest single group of these activities is assigned to the Bureau of Business Management. Duties of this Bureau include administration of personnel functions of the Board; acquiring and maintaining office space, property, and supplies; maintaining the library; handling mail, correspondence, and files; issuing travel orders; furnishing stenographic, drafting, and messenger service; maintaining services for duplicating administrative material and for handling orders for printing; answering inquiries and requests for publications; developing and administering the training program of the Board.

A net increase of 3,864 in the total personnel of the Board was recorded during the year, largely as the result of developing operations in administration of Federal old-age insurance. Of the staff of 9,612 on the pay roll on June 30, 1938, more than 98 percent were in the classified civil service. In the selection and training of personnel the Board has continued to recognize the importance of internal transfers and promotions to raise standards of performance and to develop a career service. As in earlier years, the fact that aspects of the social security program are new in the United States often has made it necessary to enlist personnel with little or no previous experience in specific activities required by their new duties. To remedy this lack, basic-training courses have been conducted for new members of the staff. In-service training courses are maintained to acquaint existing personnel with new duties occasioned by the developing operations of the program and to provide educational opportunities for employees who wish to qualify for promotion.

The problems involved in the provision of adequate office space to house the activities of the Social Security Board, described in the Board's Second Annual Report, have been alleviated to some extent by the acquisition of additional rented space in Washington and in Baltimore. Operating difficulties arising from the scattered location of offices have continued, however, and the early completion of the new quarters for the Board, authorized by Congress in the last session, is counted on to fill an urgent need.

Economies have been effected in the performance of service activities within the Board through simplification of procedures and changes in internal organization. Responsibility for a number of service functions formerly lodged in other bureaus has been transferred to the Bureau of Business Management. Most important among the activi-

Chart 28.—Personnel of the Social Security Board, July 1937–June 1938



ties so transferred is the operation and maintenance of the Board's library, which was formerly located in the Informational Service. The library is essential for the day-to-day work of the Board as well as for its activities in the fields of research and staff training and education. Since the social security program is developing rapidly in the United States, it is especially important that members of the staff keep abreast of progress in this country and elsewhere. In addition to the collection of some 35,000 books, the library receives and lists periodicals, pamphlets, and legislative documents which are made readily available for reference purposes. A large share of the periodical material is received at only trifling cost to the Board through exchange of the *Social Security Bulletin* and other Board material for publications of organizations in this country and abroad. The library provides each regional office of the Board with a reference and loan service from the Washington office. Bibliographies are prepared and reference questions answered on behalf of the staff of the Board and of personnel of collaborating State or other agencies.

Financial Management

Responsibility for management of the financial operations of the Social Security Board is lodged in the Bureau of Accounts and Audits. This Bureau compiles budget estimates for expenses of the Board and, in collaboration with other bureaus, for grants-in-aid to the States for public assistance and for unemployment compensation administration; maintains accounting and auditing control over financial operations of the Board; audits expenditures made by the States under public-assistance and unemployment compensation programs for which Federal funds have been granted, to ensure conformity of such expenditures with the requirements of the Social Security Act; and coordinates the fiscal policies and financial operations of the Board with the regulations and policies of the Bureau of the Budget, the Treasury Department. and the General Accounting Office. In addition, the Bureau performs certain functions in connection with examination of State plans for public-assistance programs, determining the adequacy of financial provisions in such plans and their conformity with policies and regulations of the Board.

The Bureau of Accounts and Audits also provides a constructive accounting service to advise State agencies, at their request, as to accounting methods and procedures. During the last fiscal year, public-assistance and welfare agencies in 23 States and the District of Columbia requested this constructive accounting service in the installation or revision of their accounting systems. Similar service was

provided to unemployment compensation agencies of all 48 States and the District of Columbia. Special emphasis in this work was placed on the accounting problems incidental to the initiation of unemployment benefit payments.

Constructive accounting service to a State agency involves intensive study of the agency's accounting system and procedures of related fiscal departments of the State. This study not only serves the primary purpose of constructive accounting, to provide timely assistance to the State agency, but also affords a basis for comparative analysis of accounting methods and procedures. Constructive accounting work in the field of unemployment compensation has included study of comparative costs of processing wage records by various methods. Additional cost studies were undertaken in connection with proposals for simplification of benefit-payment procedures.

Auditing activities of the Board include the conduct of field audits of State accounts for unemployment compensation and public assistance, to ensure compliance with the requirements of the Social Security Act relating to these programs. Despite the tremendous and increasing volume of detail involved—some 30 million payments to more than 2 million recipients of public assistance were audited during the year—the accumulation of unaudited accounts which existed at the beginning of the year has been eliminated, and the work is now being kept substantially current.

Activities in the Field of Law

The Office of the General Counsel is responsible for rendering advice and assistance to the Board and the respective bureaus concerning the legal problems that arise in the administration of the social security program. These problems deal, generally, with the interpretation of the Social Security Act and the Board's responsibilities under that act; with proposed and enacted State unemployment compensation laws and public-assistance legislation and plans, including the conformity of such laws and plans to the standards prescribed by the Social Security Act; with questions of law involved in the conduct of the Board's business operation and management; and with many miscellaneous legal questions arising out of the operation of the social security program.

Among the major functions of the Office of the General Counsel with respect to litigation are: to advise the Board with respect to all legal questions arising in litigation affecting State and Federal social security legislation; to develop fully by research such legal issues; to

act as a clearing house from which full information may be obtained with respect to such litigation throughout the country; to assist, upon request, in every feasible way, State and Federal agencies involved in such litigation; and to represent the Board in the preparation and conduct of administrative hearings and in legal actions to which it is a party.

Up to June 30, 1938, most of the litigation concerning coverage had arisen in State courts under State unemployment compensation laws. The Office of the General Counsel of the Board has coordinated legal determinations of problems common to the several State agencies, as well as to those agencies, the Social Security Board, the Bureau of Internal Revenue, and the Railroad Retirement Board, and has conferred with the State officers conducting litigation.

The identity of wording in many definitions of coverage in titles II, VIII, and IX of the Social Security Act and in many State unemployment compensation laws, and the marked similarity of other definitions, have made necessary the establishment of procedures for coordinating the interpretative legal advice as between the Board, the Bureau of Internal Revenue, and the several State agencies. The Railroad Retirement Act, the Carriers Taxing Act, and the Railroad Unemployment Insurance Act, by amending titles II, III, VIII, and IX of the Social Security Act, have rendered necessary a similar coordination with the offices of the General Counsel of the Railroad Retirement Board. Insofar as questions of coverage have been drawn into litigation under the Federal act, it has been necessary to establish similar relations with the Department of Justice. All the agencies involved have cooperated fully in order to maintain consistency of interpretations involving the coverage of many thousands of individuals under the social insurance measures for which provision is made in the Social Security Act.

As a part of this general program, opinions on coverage are rendered the Bureau of Old-Age Insurance on submitted cases. Many opinions are also rendered respecting proposed payments to persons "entitled thereto under the law of the State in which the deceased was domiciled."

In the field of unemployment compensation, the most important new work of the fiscal year was directed to the solution of legal problems incident to the inauguration of benefit payments in approximately half of the States. In order to be prepared to offer guidance to States in determining the numerous and delicate legal questions arising under the disqualification provisions of State laws, particularly those involving labor standards, a study was begun early in the year for which the body of decisions involving similar questions under the

British Unemployment Insurance Acts has furnished a background. The results of this study are being applied currently in review and comment upon the benefit decisions now being received from benefit-paying States.

The General Counsel's Office has aided in the formulation of plans and regulations for the payment of benefits to multistate workers, designed to give effect to provisions in State laws authorizing reciprocal arrangements by which potential rights to benefits accumulated in one State may become the basis of benefit payments in another. Likewise there has been cooperation with the Legal Affairs Committee of the Interstate Conference of Unemployment Compensation Agencies in the formulation of an analytical statement for the guidance of State agencies as to interstate workers. The General Counsel's Office has prepared numerous memoranda in response to requests for advice in the application of the definitions of "employment" as contained in State laws, as well as more comprehensive memoranda on frequently recurring questions.

As a part of its routine work, the General Counsel's Office has reviewed currently material certified to the Board by State officers affecting State unemployment compensation laws, including all amendments, court decisions, official interpretations, rules and regulations, interstate agreements, and other pronouncements of State agencies having the force and effect of law. Another major routine responsibility has been to advise the Board on the development of policies to guide its action with respect to grants under titles I, III, IV, and X of the act, and on the application of the policies adopted to situations presented under the laws of the individual States.

In the field of public assistance the Office of the General Counsel has likewise collaborated with State officers in litigation involving such basic questions as the scope and effect of eligibility requirements of State laws and the extent to which administrative determinations of need are subject to judicial review. Operations under the public-assistance titles of the Social Security Act have demonstrated the importance of administrative experience in the process of statutory interpretation. It has become both possible and essential to frame authoritative statements interpreting leading issues of conformity in terms responsive to the actual problems raised in daily procedure.

Research, Analysis, and Planning

The functions of research, analysis, and planning have continued to occupy an important place in the administration of the social security program. Major responsibilities in these fields are delegated

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to the Bureau of Research and Statistics, the Analysis Division of the Bureau of Old-Age Insurance, and the Office of the Actuary.

The Bureau of Research and Statistics conducts long-range economic studies in the field of social security and research pertinent to the present programs. It is responsible, in cooperation with other bureaus concerned, for obtaining and compiling statistics required by the Board under the Federal-State programs of unemployment compensation and public assistance and certain other statistics on current operations, and for presenting, at the direction of the Board, research and statistical data required for consideration of revisions of present legislation or procedures.

This Bureau also is responsible for certain reporting activities, among them preparation or handling of material for the Board's official monthly, the *Social Security Bulletin*, and preparation or review of other Board publications of a technical or professional character. Publication of the *Social Security Bulletin* was begun in March 1938, with the approval of the Bureau of the Budget, as a means of maintaining administrative contacts with the field staff of the Board and other personnel concerned with the Federal or State operation of the social security program and for sale by the Superintendent of Documents to other organizations or individuals who wish to have a record of current operations.

The Analysis Division of the Bureau of Old-Age Insurance is responsible for formulating various types of statistical, actuarial, administrative, and other analyses required for operation of the Federal program of old-age insurance. These activities include analysis and reporting of comprehensive data available from claims for benefits handled by that Bureau and from the wage records maintained as evidence of the amounts of benefits payable. They also include administrative studies of current operations of the Bureau and planning for future operations.

The Office of the Actuary, directed by the actuarial consultant to the Board, is charged with the conduct of long-range actuarial studies and with actuarial analysis and recommendations, such as estimates of costs and coverage under the present provisions or revised provisions, or of these and other actuarial factors inherent in proposals for revision or possible extension of the social security program.

An important emphasis in research during the year has been placed on studies with respect to proposed amendment of the Social Security Act. The Social Security Board has undertaken studies on such subjects as disability and invalidity, population and mortality, old-age dependency, operation of private and governmental pension plans, and foreign social insurance programs. Other studies have included

the possibility of extending benefits to widows and other survivors of persons covered under the old-age insurance program; of extending protection against dependency in old age and wage loss occasioned by unemployment to groups not included under the present provisions of the act; and the possibility, through social insurance or other methods, of coping with risks of sickness and disability not covered by the present program. This work has involved assembling and analyzing material on a wide range of topics, studying administrative procedures, calculating cost factors, preparing actuarial estimates, and carrying on many related activities relevant to consideration of the scope and nature of social insurance programs. The Bureau of Research and Statistics, the Analysis Division of the Bureau of Old-Age Insurance, and the Office of the Actuary have all participated in this work.

In addition to these studies of particular problems of insecurity and of possible measures for their solution, research has been conducted into basic economic and social factors affecting the need for security and the adequacy of existing provisions. An extensive and intensive analysis has been undertaken of the economic resources and welfare needs of the States, with particular emphasis upon fiscal capacity to participate in the social security program. This study has the dual aim of assisting the Board in determining the possibilities and limitations of public assistance and other social security measures in the several States, and of providing an index of income and resources which might be used as a basis for revised Federal participation in social-welfare activities in the States.

Major effort has also been directed to research and to statistical programs closely related to present administrative operations. The organization for collection, compilation, and analysis of data arising in State programs under the Social Security Act had been effected prior to the fiscal year 1937–38; subsequently, collection and compilation were extended, in collaboration with other agencies of the Federal Government and the voluntary cooperation of State and local agencies, to include a larger volume of data bearing on problems of economic security. An outstanding accomplishment in this field is the development of the comprehensive series which enables the Board to report monthly the costs of aid and numbers of recipients under substantially all public programs for aid to persons in need. These compilations afford a more comprehensive record of the extent and nature of relief and other forms of public aid than has heretofore been available. The further development of operations under State unemployment compensation laws and the inauguration of unemployment benefit payments in more than half the States and Territories has begun to make

available within the current year another large body of information relevant to economic security in the United States. The reports of employers subject to the old-age insurance program are providing data hitherto unavailable on wages paid to the millions of workers in covered employment. All these types of information, essential to administration of activities of the Board, will constitute, in time, a continuing record invaluable not only for governmental administration but also for the guidance of private enterprise in business and finance.

Actual operation under the several programs administered by the Board has not only conditioned the development of statistical reporting but has also indicated, more clearly then in earlier periods, the most urgent fields of immediate and long-range research. Research projects conducted during the year have ranged from brief administrative studies, undertaken to meet a specific need, to extensive studies of special aspects of the social security program, of the current economic and social setting in which it operates, and of questions involved in its development in the future. Research in the field of unemployment compensation has included studies of administrative problems of coverage, merit rating, payments in kind, compensation for partial unemployment, simplification of administrative procedures, disqualifications for receipt of benefits, seasonal employment, and cost factors.

A beginning has been made by the Social Security Board in providing requested counsel and guidance for research activities of State agencies administering programs under the act, especially unemployment compensation agencies. In many States, the research unit consists of a small statistical staff engaged almost exclusively in the compilation of reports required for administrative purposes. In other States, significant research has been undertaken and in some instances completed within the year. The Board has endeavored not only to apply the results of such studies to problems under its consideration but also to make this material available to States for use in connection with their problems.

Close collaboration also has been maintained with other governmental and nongovernmental agencies to obtain the benefit of their findings in fields related to social security and to give requested advice in the planning and conduct of studies by such agencies in fields which are important to operations under the Social Security Act but which, because of limitations of funds or personnel, could not be explored under the Board's research program. Mention has been made elsewhere of important studies made during the fiscal year of the relationships of sickness and disability to economic security and of

possible proposals for a national health program. The Board has collaborated in these studies through the services of the Chairman as a member of the Interdepartmental Committee to Coordinate Health and Welfare Activities, while the Chief of the Division of Health Studies of the Bureau of Research and Statistics has served as a member of the Technical Committee on Medical Care.

Public Information

It is essential that the social security program be understood by those who are participating in it, whether as present or future recipients of benefits or assistance, as employers, or as members of the general public interested in significant developments of their times. The Board recognized at the outset that widespread understanding is required for effective and economical administration and is necessary to ensure the extension of benefits to all for whom the legislation is intended. The Board, therefore, has maintained services for public information geared to the administrative necessities and objectives of the Social Security Act.

During the fiscal year 1937–38, activities in this field have continued to provide Nation-wide, comprehensive public information regarding the old-age insurance program. These activities have included production of informational materials, including press releases, articles, speeches, publications, displays, and posters; direction, in cooperation with regional representatives of the Bureau of Old-Age Insurance, of the public-relations activities of the Board's field offices, and provision of informational materials and general public-relations services to the field staff of that Bureau; and advice and assistance to the Board and the Bureau in phases of administration affecting public relations. As a result of these activities, understanding of the old-age insurance system has been furthered effectively. The problem of providing millions of persons with necessary information as to their rights and obligations is, however, a continuing administrative necessity.

The fact that old-age insurance is federally administered gives the Board broader responsibilities in that field than exist in connection with the Federal-State programs of unemployment compensation and public assistance. In these latter, however, the Informational Service has developed a close advisory relationship with the operating bureaus of the Board in Washington, the regional representatives of these bureaus, and the State agencies. In both unemployment compensation and public assistance, the informational activities of the Board have been confined to those aspects of the programs which are general or national in scope, since the States carry the responsibility for interpreting the provisions and administration of their programs. When

requested, advice and assistance have been given to State agencies on informational problems, including formulation of programs and preparation of materials. In connection with the unemployment compensation program, assistance has been provided in launching informational service concerning benefit payments through various measures, among them production and distribution of motion pictures.

Less public demand for information has been found in the field of public assistance than in the newer programs of old-age insurance and unemployment compensation. Nevertheless, the experience of regional Informational Service representatives seems to indicate a growing recognition on the part of State public-assistance administrators of the need to clarify understanding of the public-assistance programs. Here, as in the case of unemployment compensation, the objective of the Board is to aid the State agencies to equip themselves to carry out their own informational responsibilities effectively.

The demand for information on social security, especially among workers, is evidenced by the existence of more than 400 social security committees in labor unions throughout the country. These committees provide social security information for union members in their localities and aid union members in applying for account numbers and in filing old-age insurance and unemployment compensation claims. Material explaining the provisions and procedures of the act has been requested by labor organizations throughout the country. Civic, welfare, and educational organizations, as well as industrial and commercial employers, trade and industrial associations and publications, chambers of commerce, organizations providing business information and advisory services, and public accountants, have called upon the Board for information. Through the mediums of press releases, special articles, publications, and exhibits, the Board has met these demands from those who are directly and intimately affected by its programs and administrative procedures.

Other Federal Services

Important functions of management in fields related to programs administered by the Social Security Board are maintained by other Federal agencies, including notably the expanded responsibilities of the Treasury Department under the Social Security Act.

The Bureau of Internal Revenue collects the taxes levied by the act and rules on the applicability of these taxes to borderline types of employment; close collaboration is maintained between this Bureau and the Board, which has analogous responsibilities for passing on the applicability of coverage provisions with respect to eligibility for old-

age insurance benefits. The Government Actuary, in the Treasury Department, prepares estimates for use in determining amounts to be appropriated each year to the old-age reserve account, in accordance with the provisions of the Social Security Act. The Office of the Commissioner of Accounts and Deposits (Division of Disbursements) is responsible for the payment of all Federal funds appropriated by Congress, under authority of the Social Security Act, for grants to States, when the amounts of these grants are certified to the Secretary of the Treasury by the Board or other designated Federal agency. The Commissioner of Accounts and Deposits maintains and invests the old-age reserve account and the unemployment trust fund. The Division of Disbursements makes the lump-sum payments certified by the Board to eligible workers at age 65 or over or to the estates of those who have died. Data on tax collections under titles VIII and IX, on the old-age reserve account and the unemployment trust fund, and on Federal grants to States for all programs under the act are included in the appendix of this report.

Several other Federal departments provide services which are invaluable to the Board. The Bureau of the Census is called upon for extensive search of census data to verify the ages of applicants for State old-age assistance and for Federal old-age benefits; the United States Employment Service, through close integration of its Federal-State activities with those of the Board in unemployment compensation, participates in the unified program for service to the unemployed—placement service for all who register for work and unemployment benefits for those eligible under State laws when no suitable jobs are available. The Works Progress Administration, the National Youth Administration, the Civilian Conservation Corps, and the Farm Security Administration cooperate with the Board in furnishing data on their efforts to provide work and wages or subsistence payments for those who can find no opportunity for employment in private industry.

The activities of the Railroad Retirement Board, the National Labor Relations Board, the Department of Justice, the Central Statistical Board, the National Resources Committee, the National Emergency Council, the Bureau of Labor Statistics, the Department of Agriculture, the Civil Service Commission, and many other Federal agencies have implications for the work of the Board at many points. Through frequent contacts, these agencies and the Board strive to avoid duplication of effort and, in terms of positive achievement, to provide a unified and coherent Federal approach toward operation, interpretation, and future development of programs for individual and collective economic security.

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WELFARE AND HEALTH SERVICES

In addition to the programs for direct payments to individuals on an insurance or a needs basis, the Social Security Act makes provision for a permanent partnership between the Federal Government and the States in developing or extending welfare and health services. Federal participation in these services is directed by three Federal agencies: the Children's Bureau of the Department of Labor, which is charged with the responsibility for three Federal-State programs for maternal and child health and welfare; the United States Public Health Service of the Treasury Department, which administers the Federal funds authorized for extension of State and local health services and for investigation of disease and problems of sanitation; and the Office of Education of the Department of the Interior, which continues a previously established Federal-State program of vocational rehabilitation.

To permit the Social Security Board to outline in this annual report the comprehensive scope of the social security program, the Children's Bureau, the United States Public Health Service, and the Office of Education have supplied brief summaries of their activities in these Federal-State programs for welfare and health during 1937–38.

Maternal and Child-Welfare Services

Parts 1, 2, and 3, of title V of the Social Security Act, administered by the Children's Bureau of the United States Department of Labor, provide for Federal grants to the States for maternal and child-health services, services for crippled children, and child-welfare services.

For the fiscal year ended June 30, 1938, amounts appropriated for grants to the States and for Federal administration of these provisions of the Social Security Act were as follows:

Activity	*Annual appropriations*	*Deficiency appropriations*
Maternal and child-health services	$3,700,000	$904,000
Services for crippled children	2,800,000	749,000
Child-welfare services	1,475,000	201,000
Federal administration [1]	306,000	----------

[1] In addition, funds for travel are available from a departmental travel fund.

The appropriation act provided that allotments and payments could be made on the basis of the full amounts authorized in the Social Security Act: namely, $3,800,000 for maternal and child-health services; $2,850,000 for services for crippled children; and $1,500,000 for child-

welfare services. Similar authority was contained in the appropriation act for the fiscal year 1936–37. The deficiency appropriations were made to complete payments of allotments to the several States for the fiscal years 1936–37 and 1937–38 in excess of the amounts appropriated.

For the year ended June 30, 1938, plans were submitted by the State and Territorial agencies and approved by the Chief of the Children's Bureau as follows: maternal and child-health services, 51; services for crippled children, 50; child-welfare services, 50. Louisiana did not submit a plan for services for crippled children, and Wyoming did not submit a plan for child-welfare services. In addition to original plans, many revised, supplemental, and amended plans were considered and approved, thus permitting the programs in the States to be kept flexible and subject to change as experience indicated need for modification.

Payments to the States on the basis of approved plans for the year ended June 30, 1938, from appropriations for 1938 and from unpaid balances from 1936 and 1937 appropriations, totaled $7,775,245.35, distributed as follows:

Maternal and child-health services		$3, 728, 930. 58
Fund A (matched by State or local funds)	$2, 747, 517. 10	
Fund B (matching not required)	981, 413. 48	
Services for crippled children (matched by State or local funds)		2, 694, 676. 33
Child-welfare services		1, 351, 638. 44

Maternal and Child-Health Services

Reports of progress and activities under the maternal and child-health program show steady improvement in both the extent and the quality of services rendered.

State programs of maternal and child health in all the States, the District of Columbia, Alaska, and Hawaii, are under the direction of physicians, nearly all of whom have had special preparation in obstetrics, pediatrics, or public-health administration. State budgets for the fiscal year 1936–37—the last fiscal year for which such information is available—showed 120 full-time and 73 part-time physicians provided for State maternal and child-health staffs, and 213 full-time or part-time physicians provided for local staffs. In addition, Federal, State, and local funds were to be used to pay more than 2,500 local practicing physicians for services in maternal and child-health clinics and conferences.

More than 50 percent of the Federal, State, and local funds in the budgets for the State maternal and child-health programs for the fiscal year 1936–37 were designated for the employment of public-

health nurses. The use of these funds to pay, in whole or in part, the salaries of approximately 2,700 public-health nurses has enabled the States to place 1,000 new public-health nurses in the field. A number of the State departments have organized their work so that every area in the State has some public-health nursing service. A recent check, however, showed that there are almost 1,000 counties without local public-health nursing service.

Other professional personnel employed under the maternal and child-health program includes dentists, nutritionists, and health educators.

The majority of the State health agencies have made every effort to obtain qualified personnel for new appointments and to provide additional training for those not fully qualified. Postgraduate courses in obstetrics and pediatrics arranged by the State health agencies in cooperation with State medical societies have been attended by thousands of local practicing physicians. In a number of States institutes dealing with nutrition, maternity-nursing supervision, and orthopedic nursing have been held for public-health nurses.

Some indication of the extent of maternal and child-health services under the State plans is shown by the following figures taken from reports of State health officers for the calendar year 1937: Medical service at prenatal and child-health conferences included 185,541 patients' visits for maternity service and 777,594 children's visits for child-health service. Physicians gave 1,405,807 health examinations to school children. Office and home visits by public-health nurses included 880,691 for maternity nursing, 1,092,188 for infants, 945,616 for preschool children, and 2,975,790 for school children. Reports showed 898,506 diphtheria immunizations and 1,078,779 smallpox vaccinations. Inspections by dentists or dental hygienists totaled 1,308,119. More than 12,500 midwives were under instruction, and nearly 10,000 midwives' classes were held.

In nearly all parts of the country local areas are beginning to assume more financial and administrative responsibility for maternal and child-health services. Cooperation with the medical, dental, and nursing professions, with social workers, and with citizens' groups has progressed rapidly.

In accordance with the requirement in the Social Security Act relating to the development of demonstration services, two principal types of demonstration services have been put into operation by the State agencies: more extensive maternal and child-health services than are generally available, provided in one county or district of the State, organized usually in full-time health units with the best-trained personnel in the State and used as training centers for both medical and

nursing personnel of other areas; and in a limited area or for a selected group, a special type of service such as mobile dental units, service to children of migratory workers, nurse-midwife service, delivery nursing service, and special service for premature infants. Home-delivery nursing service has been established in 83 counties in 27 States.

Services for Crippled Children

As of June 30, 1937, 45 jurisdictions had plans for services for crippled children approved by the Children's Bureau; during the fiscal year 1937–38 plans were approved for 5 additional States—Arkansas, Connecticut, Delaware, Nevada, and Oregon—bringing to 50 the number of jurisdictions receiving Federal funds under the Social Security Act for services for crippled children.

At the end of the fiscal year 1937–38, the crippled children's program was administered in 24 States by the State department of health; in 15, by the department of welfare; in 5, by a crippled children's commission; in 4, by the department of education; in 1, by a university hospital; and in 1, by an interdepartmental committee.

In April 1938 the first national conference of State directors of crippled children's agencies was held; 40 State directors were present. The representation at the conference from 44 States, Alaska, the District of Columbia, and Hawaii included orthopedic surgeons, public-health nurses, medical-social workers, physical-therapy technicians, vocational rehabilitation workers, and social workers.

In the operation and expansion of State programs there has been gratifying evidence of the development of a broadening philosophy and more widely diversified services for crippled children. Most of the States have taken steps to improve the quality of medical care and to provide the necessary auxiliary services to make medical care effective. Although great emphasis has been placed on the prevention of crippling conditions, there is need for continuing effort to bring children under care at an earlier stage, to keep them under continuous treatment as long as necessary, and to make aftercare services more rapidly available.

State agencies have strengthened their administrative staffs by adding technically qualified persons and by giving further training to those already employed. Personnel standards set by national professional organizations are increasingly observed in the selection of State staffs and of local private practitioners, such as orthopedic surgeons, physical-therapy technicians, and others engaged to give care to individual children.

State agencies have also put into operation more effective methods for locating crippled children, including the use of epidemiological

reports and birth certificates recording birth injuries. The States have gradually raised the age limit for crippled children eligible for care and have liberalized regulations relating to economic eligibility. Legal residence is still a requirement in the majority of States, but many of the State agencies have been working out reciprocal arrangements for the care of the crippled child who has not acquired legal residence in the State where he is living. State and Territorial health officers in conference with the Children's Bureau in April 1938 recommended the adoption of reciprocal agreements between State agencies to provide care for crippled children irrespective of State residence.

Diagnostic clinic services have been greatly extended during the past year. The clinics have been better arranged and have included, in addition to the services of orthopedic surgeons, those of specialists in many other fields.

State reports indicate that 546 hospitals have been approved for the care of crippled children. The recommendations of the Advisory Committee on Services for Crippled Children, appointed by the Secretary of Labor, have been widely used by State agencies in setting standards for the selection of hospitals. State standards now usually include registration by the American Medical Association, approval by the American Hospital Association, and approval for surgical service by the American College of Surgeons. Because of increasing activity in the crippled children's program many hospitals have increased their staffs and equipment for this service.

The use of convalescent and foster homes in providing aftercare services is increasingly recognized as important, especially in achieving desirable results in cases requiring prolonged care and in adjusting the child during the transition from the hospital to his own home. There is great need for improvement and extension of convalescent services. Most of the States have made special efforts to solve the difficult problem of extending satisfactory aftercare service to crippled children in rural areas. There has been growing awareness of the value and importance of meeting the physical and social needs of the child in his home and community during the period of aftercare if much of the benefit derived from medical and hospital care is not to be lost. Better procedures have been worked out for relating phases of treatment to plans for the education and vocational rehabilitation of crippled children.

The total number of crippled children on the State registers of 46 States, Alaska, and Hawaii, as of June 30, 1938, was 151,909. A guide setting forth registration policies for the use of the State agencies was issued by the Children's Bureau in April 1938.

Reports received from the State agencies on direct services rendered to crippled children give valuable factual data on which to base plans for the future development of State services. The following items are selected from reports of activities for the calendar year 1937 (including some services provided by other public and private agencies). A total of 77,055 crippled children in attendance at crippled children's clinics was reported; 42,073 children received surgical and medical care in hospitals; 5,168 children were cared for in convalescent homes and 1,107 in foster homes. Other important phases of the program reported by the States are the numbers of home and office visits by public-health nurses (212,248); by physical-therapy technicians (187,250); and by medical-social workers and other social workers (63,370 in the last six months of 1937).

Child-Welfare Services

During the fiscal year 1937–38 State plans for child-welfare services were approved for Mississippi, Rhode Island, South Carolina, Alaska, and Hawaii, increasing from 45 to 50 the total number of jurisdictions participating under the child-welfare provisions of the Social Security Act.

A State plan for child-welfare services is developed jointly by the State welfare agency and the Children's Bureau. At the time the Social Security Act went into effect, 11 States had no administrative unit of State government, except institutions, responsible for child welfare. Twelve other States, although carrying on some child-welfare activities, had no comprehensive program of community organization or preventive or protective work for children. In States that had developed child-welfare programs, the content of these programs varied greatly in scope and effectiveness. The Federal funds for child-welfare services were used in the first group of States to initiate services for children. Through joint planning it has been possible in all States with approved plans to relate the extension, strengthening, and localization of child-welfare services to the existing, new, and expanding programs in the broad field of public welfare and child care. Standards and procedures incorporated in child-welfare services have exercised an important influence in stimulating and developing other State and local programs for child care and protection.

As of June 30, 1938, Federal funds for child-welfare services were providing all or part of the salaries for 245 professional workers and 99 clerical workers on State welfare-department staffs and for 403 social workers and 70 clerical workers assigned to local demonstration units or working under direct supervision of the State departments in districts in which some case-work service was being given.

In 29 States, 241 child-welfare workers had been assigned to 297 counties and were working directly under local welfare boards or officials. In 17 States (including 2 of the above) 103 workers directly under the State welfare department had been assigned to 181 counties. In 4 of the New England States in which administration of welfare service is not on a county basis, 9 workers had been placed in 7 areas, including 144 towns. In States in which local child-welfare work was still in process of organization, including some areas in States listed above, workers under direct State supervision were doing some case work with individual children in districts covering approximately 807 counties as a part of their effort to stimulate local interest and participation in child-welfare programs.

Child-welfare workers in rural areas seek not only to obtain aid for a child when his family is unable to provide for his needs but also to stimulate the development of community resources that will prevent child dependency, neglect, and delinquency.

The importance of employing well-qualified workers to carry on the local demonstration services has necessitated the development of State supervisory services and training programs, including educational leave for attendance at schools of social work, the establishment of training units, and the holding of institutes for the instruction of staff members. Such stimulation of interest in additional training has affected not only the program of child-welfare services under the Social Security Act but also the entire child-welfare program in the States.

The Advisory Committee on Community Child Welfare Services appointed by the Secretary of Labor adopted two resolutions at its meeting in April 1938: (1) requesting the Children's Bureau to express to the Social Security Board the Committee's deep interest in the extension of the program of aid to dependent children, its opinion that the objectives of the program cannot be fully attained until the Federal Government contributes on at least as generous a basis as in the case of old-age assistance and aid to the blind, and its belief that increase in the Federal Government's share in the program should be accompanied by requirements which would tend to assure the granting of aid in each case sufficient to maintain home life for children in accordance with minimum standards of health and well-being; and (2) requesting the Children's Bureau in its cooperative relationships with the States to bring to the attention of the various States the necessity of making legal and financial provision for the whole program of child care and protection so that its benefits may reach all rural and all urban areas.

Public-Health Services

The United States Public Health Service is charged with the responsibility of administering grants-in-aid to the several States for public-health work, as authorized in title VI of the Social Security Act, and also with the responsibility of conducting scientific research in the field of medicine and public health.

Grants-in-aid to States are authorized to assist the States, counties, health districts, and other political subdivisions of the States in establishing and maintaining adequate public-health services. A total of $27,333,000 has been made available by the Congress for distribution to the States since the Social Security Act became law. Of this amount $8,000,000 was appropriated for the fiscal year 1937–38. In addition $4,895,000 has been allotted to the Public Health Service for scientific research and administration since the inception of the social security program. Of this sum, $1,600,000 was available for this purpose during the fiscal year 1937–38.

Public-health work has advanced more rapidly during the past two years than in any similar period during our Nation's history. In each year increases in State and local appropriations for public-health purposes amounting to more than $8,000,000 have accompanied the annual expenditure of $8,000,000 of Federal funds. Exclusive of Federal funds, an average of approximately 11 cents per capita per annum is being spent by States through their health departments.

As of June 30, 1938, there were 1,165 counties under the direction of whole-time health officers, almost double the number (594) under such direction on January 1, 1935. At the close of the calendar year 1935, only three States served their entire population by whole-time county or district health units staffed by whole-time personnel; the number of such States has increased to eight.

The availability of Federal funds has enabled States to strengthen their central health organizations along the following lines:

Activity	*Number of States in which facilities were increased*
Promotion and supervision of local health services	19
Public-health engineering	46
Control of preventable diseases	38
Laboratory facilities	43
Dental hygiene	32
Vital statistics	33
Public-health nursing	48

The reinforcement of general health organizations within the States has been accompanied by significant progress in activities directed

against specific diseases: 33 States now have special units within their health departments for the control of venereal disease; 25 have instituted special measures for the control of tuberculosis; 8 have active programs to decrease pneumonia mortality; 6 others have organized an attack on cancer. Malaria, typhus fever, trachoma, hookworm disease, rodent plague, and psittacosis have received special emphasis in various States.

More than 3,000 persons received special postgraduate training in public-health work with the aid of Public Health Service funds. This training of personnel is considered especially significant. The Service has continued to assist, through grants-in-aid to the States, in the maintenance of five emergency short-course training centers during the past fiscal year.

Vocational Rehabilitation

The national program of vocational rehabilitation of the physically disabled was initiated under an act of Congress approved June 2, 1920. With respect to authorization of appropriations the act was extended through amendments in 1924, 1930, and 1932. The Social Security Act placed the program on a permanent basis with respect to authorization of appropriations and provided for its expansion and further development.

These provisions of the Social Security Act, administered by the Office of Education, authorize grants to States for the rehabilitation of persons who are handicapped vocationally through disease, injury, or congenital causes. To receive these grants States must expend from State and local funds, under the supervision of the State board for vocational education, an amount at least equal to the amount expended from Federal funds.

To be eligible for vocational rehabilitation service, the disabled person must be of employable age, have actual or potential work capacity, be of sound mind, and be willing to work and to cooperate in his rehabilitation. Obviously, his disability must constitute a vocational handicap. State departments of rehabilitation render service on a "case" basis and do not maintain institutions, schools, classes, or shops. The service includes vocational counsel and advisement; assistance in obtaining services to remove or alleviate the physical disability; vocational training for a specific job or occupation; and placement in employment upon completion of training for the job or occupation selected. All training services are provided by other State agencies which are in a position to furnish them.

Federal and State matching funds may be used for administration

of the service, for tuition, instructional supplies and equipment, artificial appliances, travel of trainees, and for medical and other examinations. The funds cannot be used for living expenses of persons served or for physical restoration.

Vocational rehabilitation services contribute to the relief of unemployment by placing on a self-supporting basis a considerable number of persons who would otherwise remain permanently unemployed and in many cases would have to be carried on the relief rolls. The average cost of rehabilitating the individual is about $300, whereas a minimum of from $300 to $500 a year is required to support a disabled person who is unemployed. The average wage of rehabilitated persons placed in employment is $18 a week.

The largest number of persons rehabilitated in any single year was 11,091 (fiscal year 1936–37). Preliminary reports from some of the States indicate that the number of rehabilitated cases will be less than 11,000 in the fiscal year 1937–38. This reduction is due, no doubt, to employment conditions. However, the roll of cases receiving rehabilitation services as of June 30, 1938, had increased to about 45,000, and the prospects for a considerable increase in the number of rehabilitations during the next fiscal year are good.

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SUPPLEMENTARY DATA

JULY 1–OCTOBER 31, 1938

Current data on activities of the Social Security Board and other operations under the Social Security Act are published monthly in the *Social Security Bulletin*. The following paragraphs summarize data on major developments during the four months ended October 31, 1938.

Administering the Social Security Act

For salaries and administrative expenses of the Social Security Board during the fiscal year 1938–39, the sum of $22,300,000 was appropriated. During the four months ended October 31, the administrative expenditures of the Board have amounted to $6,635,391, of which $5,241,908 was for salaries, $371,830 for travel, and $1,021,653 for general expenses.

On October 31, 1938, the personnel of the Board numbered 8,839, a decline of 773 from June 30. This decrease was occasioned by the termination of a number of temporary appointments, especially in the Baltimore office of the Bureau of Old-Age Insurance and in the field staff of the Bureau of Accounts and Audits. The Board accepted with regret the resignation, effective November 1, of Frank Bane as Executive Director, to become Executive Director of the Council of State Governments. Oscar M. Powell, Director of Region X of the Social Security Board, has been appointed as Mr. Bane's successor.

As of October 31, 1938, cumulative tax collections deposited in the Treasury amounted to $868,124,731 under title VIII of the Social Security Act (excise tax on employers and income tax on employees) and to $161,818,122 under title IX (tax on employers of eight or more).

Old-Age Insurance

At the end of October 1938, a total of 321 field offices had been established for the local administration of old-age insurance. Of these, 5 were opened after June 30, 1938, and were located as follows: San Jose, California; Waterloo, Iowa; Durham, North Carolina; Corpus Christi, Texas; Bluefield, West Virginia.

By October 31, 1938, a total of 41,743,485 social security account numbers had been assigned to workers. As of the same date, 234,083 claims for lump-sum benefits, amounting to $9,622,361, had been certified to the Treasury for payments to workers who had attained age 65 or to the estates of workers who had died. The average lump-sum

benefit payment increased from $52.41 for claims certified in July to $61.81 for claims certified in October.

As of October 31, 1938, the balance in the old-age reserve account was $801,709,831, representing transfers from appropriations to the account plus accumulated interest and minus lump-sum payments.

Unemployment Compensation

In July 1938, unemployment benefits became payable in three States, Iowa, Michigan, and South Carolina; in September, in Idaho. A total of approximately $126,100,000 was paid in benefits for total and partial unemployment in 28 States and the District of Columbia during the period July 1–September 30, 1938. During this period approximately 11,800,000 benefit checks were issued; in general, each check represented compensation for a week of total or partial unemployment.

As of October 31, 1938, the Board had granted to the States $28,272,040 for the administration of unemployment compensation laws for the period July 1–December 31, 1938. This sum included $9,283,180 for the expansion of the State employment services for all the benefit-paying States and also for 16 States and Alaska, which are now engaged in preparing their employment services to meet the increased responsibilities which will be placed upon them with the inauguration of benefit payments.

The balance in the unemployment trust fund on October 31, 1938, was $961,746,056. This sum represented total deposits made by all State unemployment compensation agencies, plus accrued interest of $23,713,541, and minus withdrawals of $360,400,000 by 28 States and the District of Columbia for benefit payments.

Public Assistance

The number of States with approved plans for all three of the Federal-State public-assistance programs was increased to 38, with the approval by the Social Security Board of Florida's plan for aid to dependent children on August 30 and of Virginia's plans for old-age assistance, aid to the blind, and aid to dependent children on September 2, 1938. In addition, Mississippi's plan for aid to the blind was approved on October 18, 1938.[1]

As of October 31, 1938, Federal grants amounting to $112,945,050 had been approved by the Board as advances to States for public assistance during the period July 1–December 31, 1938. Of this total amount, $96,124,437 was granted for old-age assistance, $14,368,268

[1] A revised plan for Connecticut for aid to the blind was approved on Nov. 1, 1938.

for aid to dependent children, and $2,452,345 for aid to the blind. In addition, a total of $1,458,213 was certified for Oklahoma in adjustment of Federal grants for prior periods.

As of November 15, 1938, reports of State agencies indicate that the number of recipients of old-age assistance in September 1938 was 1,737,781 as compared with 1,468,641 in September 1937; for aid to dependent children, 626,438 children in 253,916 families as compared with 480,561 children in 193,696 families; and for aid to the blind, 40,776 as compared with 40,133. Estimates for October 1938 place the number of recipients of old-age assistance at 1,633,000, aid to dependent children at 631,000 children in 257,000 families, and aid to the blind at 41,300. Total Federal, State, and local obligations for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind amounted to $42,381,399 in September 1938, as compared with $34,836,014 in September 1937.

APPENDIXES



6. Supervising the administration of all aspects of old-age insurance which are the responsibility of the Board, through regional and field offices.

Board's approval the amount and character of grants made to the States for the administration of their laws and aiding them in the preparation of their budgets and requests for funds; reporting to the Board as to continuing conformity of State unemployment compensation laws to requirements of the act.

5. Studying the operation of State unemployment compensation laws and reporting to the Board trends and significant developments in this field; assisting the Board in studying and recommending effective methods of providing social security through unemployment compensation systems.

6. Planning and conducting, in cooperation with the various State administrations, a cooperative Federal-State program of public education on unemployment compensation and public assistance.

OLD-AGE INSUR
FIELD OFFICE

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ADMINISTERING THE SOCIAL SECURITY ACT

Organization of the Social Security Board

Regional and Territorial Offices of the Social Security Board

Region

I. Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut. Regional director: John Pearson, Social Security Board, 120 Boylston Street, Boston, Mass.

II. New York. Regional director: Anna M. Rosenberg, Social Security Board, 11 West Forty-second Street, New York, N. Y.

III. New Jersey, Pennsylvania, Delaware. Regional director: William L. Dill, Social Security Board, Juniper and Chestnut Streets, Philadelphia, Pa.

IV. Virginia, West Virginia, North Carolina, Maryland, District of Columbia. Acting regional director: William L. Kilcoin, Social Security Board, New York Avenue and Fourteenth Street, Washington, D. C.

V. Kentucky, Ohio, Michigan. Acting regional director: G. R. Parker, Social Security Board, Euclid Avenue and East Ninth Street, Cleveland, Ohio.

VI. Illinois, Indiana, Wisconsin. Regional director: Henry L. McCarthy, Social Security Board, United States Courthouse Building, Chicago, Ill.

Region

VII. Tennessee, Mississippi, Alabama, Georgia, Florida, South Carolina. Acting regional director: Walter N. Pearce, Social Security Board, First Avenue and Nineteenth Street, Birmingham, Ala.

VIII. Iowa, Minnesota, North Dakota, South Dakota, Nebraska. Regional director: Fred M. Wilcox, Social Security Board, Federal Office Building, Minneapolis, Minn.

IX. Missouri, Kansas, Arkansas, Oklahoma. Regional director: Ed McDonald, Social Security Board, 1006 Grand Avenue, Kansas City, Mo.

X. Louisiana, Texas, New Mexico. Acting regional director: James B. Marley, Social Security Board, North Presa and East Houston Streets, San Antonio, Tex.

XI. Montana, Idaho, Utah, Colorado, Arizona, Wyoming. Regional director: Heber R. Harper, Social Security Board, 1706 Welton Street, Denver, Colo.

XII. California, Oregon, Washington, Nevada. Regional director: Richard M. Neustadt, Social Security Board, 785 Market Street, San Francisco, Calif.

Alaska. Territorial director: Hugh J. Wade, Social Security Board, Territorial Building, Juneau, Alaska.

Hawaii. Territorial director: Harold S. Burr, Social Security Board, Federal Building, Honolulu, Hawaii.

FUNCTIONAL CHART OF THE SOCIAL SECURITY BOARD

SOCIAL SECURITY BOARD

1. General policy formulation, and determination of organization and procedure.
2. Promulgation of rules and regulations concerning public-assistance, unemployment compensation, and old-age insurance provisions of the Social Security Act.
3. Approving State public-assistance plans and unemployment compensation laws which conform to the act, and determining continuing conformity of such plans and laws.
4. Certification of grants to States.
5. Certification of payments of old-age insurance claims.
6. Determination of taxpayers' eligibility to credits in contributions with respect to employment.
7. Studying methods of providing social security.

EXECUTIVE DIRECTOR

1. Supervision and direction of the bureaus and offices of the Board.
2. Supervision and direction of the Board's regional and Territorial offices.
3. Coordination of Federal-State relations.

OFFICE OF THE ACTUARY

1. Consultant and adviser to the Board.
2. Analysis of proposals affecting social security programs.
3. Long-time actuarial studies.

OPERATING BUREAUS

BUREAU OF OLD-AGE INSURANCE

1. Maintaining wage records for all employees covered by the old-age insurance provisions of the Social Security Act.
2. Examining old-age insurance benefit or lump-sum claims, hearing appealed claims, and recommending payments of approved claims.
3. Maintaining contacts with officials of other agencies of the Federal Government and of industrial concerns for effectuating the provisions of title II and to aid the Treasury Department to effectuate the provisions of title VIII of the act.
4. Administering the day-to-day business, accounting, and budgetary activities pertinent to the operations of the Bureau.
5. Conducting such analytical, economic, statistical, and actuarial studies as are necessary for the planning and conduct of the Bureau's day-to-day operations.
6. Supervising the administration of all aspects of old-age insurance which are the responsibility of the Board, through regional and field offices.

BUREAU OF UNEMPLOYMENT COMPENSATION

1. Assisting States in the drafting of unemployment compensation laws and amendments which meet the requirements of the Federal act; developing uniform standards for rulings and interpretations, including modifying, and reporting currently rulings, interpretations, and decisions issued by Federal, State, and foreign agencies.
2. Furnishing administrative procedural aid to States in setting up their organizations, in determining personnel needs and training programs, in establishing rules and regulations, and in maintaining coordination between State employment service and unemployment compensation administrations.
3. Cooperating with other State and Federal agencies concerned with legislative and administrative problems relating to unemployment compensation.
1. Recommending for the Board's approval the amount and character of grants made to the States for the administration of their laws and aiding them in the preparation of their budgets and requests for funds; reporting to the Board as to continuing conformity of State unemployment compensation laws to requirements of the act.
5. Studying the operation of State unemployment compensation laws and reporting to the Board trends and significant developments in this field; assisting the Board in studying and recommending effective methods of providing social security through unemployment compensation systems.

BUREAU OF PUBLIC ASSISTANCE

1. Advising States with respect to proposed State legislation relating to old-age assistance, aid to the blind, and aid to dependent children, and assisting State agencies to prepare plans for the administration of these types of public assistance; when such plans are submitted for the Board's approval, reporting to the Board as to their conformity with the Social Security Act and as to the soundness of proposed organization, policy, and procedure.
2. Furnishing assistance to States in the development of plans for public-assistance administration and the creation of public-assistance activities to other State and local welfare programs; advising State agencies as to organizational structure and operating methods; providing special consultative services to State agencies with respect to technical problems relating to public assistance.
3. Advising the Board as to the continued conformity of the administration of public assistance by State and local agencies to the provisions of the act and the approved plans; examining public-assistance estimates submitted by States and recommending to the Board the amounts of grants to be made to States.
4. Cooperating with other State and Federal agencies concerned with activities relating to public assistance.
5. Studying the operation of State public-assistance systems and reporting to the Board trends and significant developments in the field; assisting the Board in studying and recommending effective methods of providing social security through public assistance.

SERVICE BUREAUS AND OFFICES

OFFICE OF THE GENERAL COUNSEL

1. Rendering legal advice to the Board, to the Bureau of Unemployment Compensation and Public Assistance, and to the regional directors concerning proposed and enacted State unemployment compensation laws and public-assistance laws and plans.
2. Rendering legal advice to the Board, to the Bureau of Old-Age Insurance, and to the regional directors with respect to all legal aspects of the Board's responsibilities imposed by the act relative to old-age insurance.
3. Rendering assistance to United States Attorneys in matters of litigation involving the act, or to States in matters of litigation involving State laws enacted to carry out the terms of the act, and advising the Board, the operating bureaus, and the regional directors of the status of such litigation.
4. Rendering legal advice to the Board, and to the bureaus and offices with respect to methods of providing social security, and with respect to all questions of law involved in the conduct of its purely business functions.

BUREAU OF ACCOUNTS AND AUDITS

1. Maintaining fund accounts covering the Board's appropriations, preparing budgetary data, and conducting administrative audit of Board expenditures.
2. Conducting field audits pertaining to State public-assistance and unemployment compensation administration.
3. Advising the Board as to availability of State and local funds for matching Federal public-assistance grants and advising the Board as to the amounts of such grants.
4. Advising the Bureau of Unemployment Compensation of information pertaining to State unemployment compensation administration derived from field audit reports and pertinent to the recommendation of grants by that Bureau.
5. Preparing for the Board vouchers covering grants for public assistance and unemployment compensation administration, certifying the adequacy of appropriation balances, and, after approval by the Board, forwarding vouchers and supporting documents to the Secretary of the Treasury.
6. Advising the Board, the regional directors, and the Bureau of Public Assistance and Unemployment Compensation as to the adequacy of State accounting and fiscal procedures to account for funds granted by the Board.
6. Writing, editing, or reviewing material issued in the *Social Security Bulletin* and other Board publications of a professional and technical character.

BUREAU OF RESEARCH AND STATISTICS

1. Compiling and preparing statistical and other data regarding operations of the Social Security Act.
2. Conducting research regarding factors causing insecurity, the adequacy of existing legislation, and the accommodation of the Federal and State social security programs to different groups.
3. Cooperating with the operating bureaus in carrying on special studies relating to public-assistance and unemployment compensation administration in the States, and in conducting long-range research in old-age insurance and its broad financial implications.
4. Advising State statistical organizations concerning statistical reports required by the Board covering public assistance and unemployment compensation; and concerning sound and uniform statistical organization and practice.
5. Collecting and analyzing reports on public and private relief submitted by States, cities, and rural areas, and collecting data on public assistance under the Social Security Act with data relating to other assistance programs.
6. Writing, editing, or reviewing material issued in the *Social Security Bulletin* and other Board publications of a professional and technical character.

BUREAU OF BUSINESS MANAGEMENT

1. Servicing the Board and its bureaus and offices with respect to:
 a. Purchasing, storing, distributing, and inventorying supplies and equipment; moving office equipment; telephone service.
 b. Subletting quarters and allotting space.
 c. Receiving and distributing incoming and reviewing and forwarding outgoing mail and telegrams; messenger service.
 d. Printing and duplicating; mechanical tabulation.
 e. Furnishing centralized stenographic and typing services.
 f. Maintaining centralized files and records.
 g. Preparing travel orders, itineraries, and vouchers.
 h. Drafting and art work.
2. Conducting personnel-training classes covering the basic substantive phases of the Board's work.
3. Providing the investigation and analytical service essential for the exercise of administrative discretion in the selection, transfer, and promotion of personnel; extending aid to States in developing the merit system in their administration of social security; classification of positions and conducting all relations with the Personnel Classification Board; maintenance of emergency-room service, and visiting and other employee-welfare services; conducting all contacts with other Government agencies concerning appointments, personnel changes, and retirements; maintaining personnel records.
4. Formulating for the Board's action a consistent personnel policy.
5. Maintaining the library of the Board.
6. Answering inquiries not requiring specific attention of other bureaus or offices of the Board.

INFORMATIONAL SERVICE

1. Planning for the Board and conducting a Nation-wide program to bring about understanding by the public of the provisions of the Social Security Act which are administered by the Board and the public's rights, benefits, and responsibilities under these provisions.
2. Maintaining essential contacts with the press, radio broadcasters, and other avenues of public information and education to further accuracy and adequacy of their treatment of information concerning the act and its administration.
3. Preparing for distribution to the public publications designed to promote public understanding of the act.
4. Advising the Board and its executive staff concerning matters of press and public relations.
5. Advising and assisting State administrations in the planning and execution of informational programs.
6. Planning and conducting, in cooperation with the various State administrations, a cooperative Federal-State program of public education on unemployment compensation and public assistance.

REGIONAL OFFICES
Regional Directors

Bureau Representatives:

Old-Age Insurance	Accounts and Audits
Unemployment Compensation	Research and Statistics
Public Assistance	Informational Service
General Counsel	

Conducting within each region the old-age insurance, unemployment compensation, and public-assistance activities of the Board, and its legal, research and statistical, accounting and auditing, and informational services.

OLD-AGE INSURANCE FIELD OFFICES

TERRITORIAL OFFICES

·A·

ADMINISTERING THE SOCIAL SECURITY ACT

Organization of the Social Security Board

Regional and Territorial Offices of the Social Security Board

Region

I. Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut. Regional director: John Pearson, Social Security Board, 120 Boylston Street, Boston, Mass.

II. New York. Regional director: Anna M. Rosenberg, Social Security Board, 11 West Forty-second Street, New York, N. Y.

III. New Jersey, Pennsylvania, Delaware. Regional director: William L. Dill, Social Security Board, Juniper and Chestnut Streets, Philadelphia, Pa.

IV. Virginia, West Virginia, North Carolina, Maryland, District of Columbia. Acting regional director: William L. Kilcoin, Social Security Board, New York Avenue and Fourteenth Street, Washington, D. C.

V. Kentucky, Ohio, Michigan. Acting regional director: G. R. Parker, Social Security Board, Euclid Avenue and East Ninth Street, Cleveland, Ohio.

VI. Illinois, Indiana, Wisconsin. Regional director: Henry L. McCarthy, Social Security Board, United States Courthouse Building, Chicago, Ill.

Region

VII. Tennessee, Mississippi, Alabama, Georgia, Florida, South Carolina. Acting regional director: Walter N. Pearce, Social Security Board, First Avenue and Nineteenth Street, Birmingham, Ala.

VIII. Iowa, Minnesota, North Dakota, South Dakota, Nebraska. Regional director: Fred M. Wilcox, Social Security Board, Federal Office Building, Minneapolis, Minn.

IX. Missouri, Kansas, Arkansas, Oklahoma. Regional director: Ed McDonald, Social Security Board, 1006 Grand Avenue, Kansas City, Mo.

X. Louisiana, Texas, New Mexico. Acting regional director: James B. Marley, Social Security Board, North Presa and East Houston Streets, San Antonio, Tex.

XI. Montana, Idaho, Utah, Colorado, Arizona, Wyoming. Regional director: Heber R. Harper, Social Security Board, 1706 Welton Street, Denver, Colo.

XII. California, Oregon, Washington, Nevada. Regional director: Richard M. Neustadt, Social Security Board, 785 Market Street, San Francisco, Calif.

Alaska. Territorial director: Hugh J. Wade, Social Security Board, Territorial Building, Juneau, Alaska.

Hawaii. Territorial director: Harold S. Burr, Social Security Board, Federal Building, Honolulu, Hawaii.

Table A–1.—Personnel of the Social Security Board, classified by bureau and office and by departmental and field service, as of June 30, 1938

Bureau and office	Total	Departmental	Field
Total	9,612	5,202	4,410
Office of the Board	26	[1] 26	0
Office of the Executive Director	54	54	0
Regional offices	307	0	[2] 307
Bureau of Unemployment Compensation	290	272	18
Bureau of Old-Age Insurance	6,908	[3] 3,453	[4] 3,455
Bureau of Public Assistance	134	108	26
Office of the General Counsel	150	124	26
Bureau of Research and Statistics	244	209	35
Bureau of Accounts and Audits	663	138	525
Bureau of Business Management	752	751	1
Informational Service	84	67	17

[1] Includes 3 employees in the Office of the Actuary.
[2] Not including bureau representatives assigned to regional offices and listed in this column as field personnel of the respective bureaus and offices.
[3] Includes 2,950 employees in accounting operations, Baltimore office of the bureau.
[4] Includes 1,646 employees in accounting operations, Baltimore office of the bureau.

Financial Data

Table A–2.—Administrative expenditures of the Social Security Board for the fiscal year 1937–38

Administrative expenditures, total		$19,956,998.34
General expenses, all bureaus and offices, total		4,170,171.27
Stationery and office supplies	$579,139.43	
Printed forms	188,371.16	
Printing and binding (other than printed forms)	718,409.43	
Furniture and equipment	849,528.80	
Storage and care of vehicles	898.73	
Rental of office space	667,424.07	
Rental of equipment	629,356.36	
Operating expenses (heat, light, power, etc.)	51,234.79	
Repairs and alterations	15,089.11	
Telegraph	30,847.19	
Telephone	143,962.39	
Other communication services	21,312.30	
Freight and express charges	43,765.71	
Special and miscellaneous expenses	230,831.80	
Salaries and travel, all bureaus and offices, total		14,656,601.33

	Salaries [1]	*Travel* [1]
Total	$13,687,842.84	$968,758.49
Office of the Board	79,863.37	8,491.02
Office of the Actuary	39,507.86	482.00
Office of the Executive Director	137,809.81	10,479.85
Regional offices	643,949.16	23,412.12
Bureau of Unemployment Compensation	605,856.94	87,422.30
Bureau of Old-Age Insurance	8,775,050.55	308,330.16
Bureau of Public Assistance	333,189.51	65,953.96
Office of the General Counsel	425,168.40	21,832.55
Bureau of Research and Statistics	476,135.32	45,388.68
Bureau of Accounts and Audits	975,202.01	364,428.12
Bureau of Business Management	927,415.96	3,242.19
Informational Service	268,693.95	29,295.54

Payment to Bureau of Internal Revenue for verification of Forms SS–2 and SS–2a	1,130,225.74

[1] Salaries and travel reported indicate total charged to each bureau or office, including salaries and travel of personnel on detail.

Table A–3.—Federal appropriations and expenditures under the Social Security Act for the fiscal years 1936–37 and 1937–38 [1]

Item	Fiscal year 1936–37		Fiscal year 1937–38	
	Appropriations [2]	Expenditures [3]	Appropriations [2]	Expenditures [3]
ADMINISTRATIVE EXPENSES				
Social Security Board: Salaries and expenses, and wage records	$30,749,700	$15,433,916.68	$10,500,000	$19,613,584.38
Department of Commerce (Bureau of the Census): Salaries and expenses		[4] 101,844.48	25,000	8,513.70
Department of Labor (Children's Bureau): Salaries and expenses	299,000	295,198.61	306,000	336,379.18
Total, administrative expenses	31,048,700	15,830,959.77	[2] 10,831,000	[3] 19,958,477.26
GRANTS TO STATES				
Social Security Board: Old-age assistance	[5] 126,525,000	124,817,575.34	[5] 166,500,000	[5] 182,198,734.35
Aid to dependent children	[5] 14,800,000	14,297,277.96	[5] 24,900,000	25,498,282.01
Aid to the blind	[5] 4,675,000	4,641,947.33	[5] 5,200,000	5,161,249.06
Unemployment compensation administration	29,000,000	9,133,785.16	[7] 22,500,000	[3] 41,910,919.49
Total, Social Security Board	175,000,000	152,890,585.79	[2] 219,100,000	[3] 254,769,184.91
Department of Labor (Children's Bureau): Maternal and child-health services	2,820,000	3,114,583.93	3,700,000	3,775,545.57
Services for crippled children	2,150,000	2,120,921.53	2,800,000	2,691,940.82
Child-welfare services	1,200,000	980,490.68	1,475,000	1,365,749.56
Total, Department of Labor	6,170,000	6,215,996.14	7,975,000	7,833,235.95
Treasury Department (Public Health Service): Public-health work	8,000,000	7,819,415.33	8,000,000	8,892,079.88
Total, grants to States	189,170,000	166,925,997.26	[2] 235,075,000	[3] 271,494,500.74
Old-age reserve account (general fund) [8]	265,000,000	265,000,000.00	500,000,000	387,000,000.00
Grand total	485,218,700	447,756,957.03	745,906,000	678,452,978.00

[1] This table follows the form used by the Treasury Department in reporting appropriations and expenditures pursuant to the provisions of the Social Security Act. Certain funds appropriated pursuant to the act are not included here, because the Treasury does not segregate these funds from other funds appropriated for the same purposes. This is true of funds for vocational rehabilitation, for which there was appropriated under the Social Security Act $841,000 for the fiscal year 1936–37 and $1,800,000 for the fiscal year 1937–38 for grants to the States, and $74,420 for 1936–37 and $95,000 for 1937–38 for administration. For the fiscal year 1936–37, $5,801,550 was appropriated to the Bureau of Internal Revenue for collection of taxes under titles VIII and IX. For 1936–37, $31,860 was appropriated to the Treasury Department for salaries in connection with maintenance and development of the old-age reserve account (title II). The U. S. Public Health Service received appropriations of $1,320,000 for 1936–37 and $1,600,000 for 1937–38 for research and administration, in addition to the sums for grants to the States shown in this table.

[2] Excludes reappropriations of unexpended balance of appropriations for the previous fiscal year.

[3] On a checks-paid basis. (Similar tables in previous annual reports of the Social Security Board were on a checks-issued basis.) Includes expenditures from reappropriated balance of appropriations for the previous fiscal year.

[4] Expenditures made from 1935–36 appropriation, salaries and expenses, U. S. Bureau of the Census.

[5] After transfer of funds to old-age assistance from appropriations for aid to dependent children and aid to the blind.

[6] Includes expenditures from reappropriated balance of appropriations for the preceding fiscal year and from 1938–39 funds made available in advance.

[7] Includes an additional appropriation of $3.5 million approved May 25, 1938.

[8] Includes grants by the Social Security Board to States for employment service administration to meet the requirements of the unemployment compensation program. Includes expenditures from reappropriated balance of appropriation for the preceding fiscal year.

[9] For a statement of the reserve-fund status as of June 30, 1938 (showing payments made and interest credited), see table A–8.

SOURCE: U. S. Treasury Department: Appropriations from the Office of the Commissioner of Accounts and Deposits; expenditures from the Daily Treasury Statement.

Table A–4.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal year 1936–37 and, by States, in the fiscal year 1937–38 [1]

State	Fiscal year 1936–37, total grants	Fiscal year 1937–38, total grants	Social Security Board					Department of Labor				Treasury Department
			Public assistance				Unemployment compensation administration [2]	Total maternal and child-health and welfare services [3]	Maternal and child-health services [3]	Services for crippled children [3]	Child-welfare services [3]	Public-health work [4]
			Total public assistance	Old-age assistance	Aid to dependent children	Aid to the blind						
Total, fiscal year 1936–37, all participating States	$166,820,403.34		$143,933,539.16	$124,584,988.10	$14,788,756.77	$4,559,794.29	$9,159,321.91	$5,962,338.94	$3,001,785.07	$1,991,339.32	$969,214.55	$7,765,203.33
Total, fiscal year 1937–38, all participating States		$274,956,925.27	216,073,721.93	185,724,988.21	25,145,433.66	5,203,300.06	42,201,592.04	7,772,896.67	3,705,515.75	2,714,970.56	1,352,410.36	8,908,714.63
Alabama	1,649,983.26	2,599,916.79	1,383,970.60	1,034,050.52	329,128.21	20,791.87	704,419.83	221,585.36	106,977.70	75,000.00	39,607.66	289,941.00
Alaska	46,752.31	252,769.40	144,458.99	144,458.99	(5)	(5)	30,966.70	42,495.71	31,845.52	4,925.19	5,725.00	34,848.00
Arizona	244,384.01	1,417,327.75	963,650.57	657,163.31	265,150.76	41,336.50	303,201.67	88,067.51	50,320.05	38,203.22	[6] —455.76	62,408.00
Arkansas	1,240,129.82	1,804,905.12	1,313,892.49	1,061,507.82	209,071.58	43,313.09	171,242.31	124,446.32	56,851.53	45,418.32	22,176.47	195,324.00
California	14,002,824.47	25,545,740.19	21,515,886.84	18,925,770.43	1,535,728.68	1,054,387.73	3,446,692.02	266,325.33	126,728.18	115,700.99	23,896.16	316,836.00
Colorado	4,708,296.17	6,494,225.68	6,200,058.37	5,657,091.24	452,135.71	90,831.42	100,888.79	98,327.52	56,239.63	21,979.97	20,107.92	94,951.00
Connecticut	2,120,391.29	3,845,384.08	2,443,458.73	2,443,458.73	(5)	[7] 0	1,214,839.87	84,045.48	37,281.30	33,735.60	13,028.58	103,040.00
Delaware	297,329.38	496,255.31	281,380.42	214,323.38	67,057.04	(5)	138,419.97	42,846.92	28,854.66	4,349.16	9,643.10	33,608.00
District of Columbia	666,766.50	1,188,600.81	670,830.31	451,449.51	196,955.48	22,425.32	366,847.49	83,378.01	41,475.44	34,201.66	7,700.91	67,545.00
Florida	735,585.35	2,918,418.25	2,435,723.19	2,363,903.19	(5)	71,820.00	191,892.91	162,485.15	75,215.00	57,792.89	29,477.26	128,317.00
Georgia	808,126.96	2,340,595.21	1,619,975.77	1,324,210.74	253,054.07	42,710.96	225,821.52	191,397.92	126,726.37	22,193.49	42,478.06	303,400.00
Hawaii	148,828.75	498,822.52	272,240.47	130,678.57	133,287.90	8,274.00	98,758.52	63,039.53	37,273.56	14,350.29	11,415.68	64,784.00
Idaho	1,554,588.37	1,687,313.10	1,410,176.66	1,116,676.58	264,478.60	29,021.48	126,451.37	78,929.07	42,845.83	21,629.89	14,453.35	71,756.00
Illinois	9,008,530.84	14,977,093.50	13,972,593.07	13,972,593.07	(5)	(5)	362,385.85	296,046.58	124,756.90	122,436.32	48,853.36	346,068.00
Indiana	3,678,831.50	8,072,247.23	6,197,738.41	4,383,596.95	1,546,526.37	267,615.09	1,566,683.30	137,985.52	75,850.59	31,134.75	31,000.18	169,840.00
Iowa	3,215,806.15	5,696,965.21	5,057,772.19	4,966,153.94	(5)	91,618.25	294,581.34	151,659.68	50,353.67	68,679.47	32,626.54	192,952.00
Kansas	226,216.92	2,192,758.37	1,840,589.14	1,433,919.97	341,959.30	64,709.87	131,194.59	116,354.64	49,548.40	44,996.80	21,809.44	104,620.00
Kentucky	1,517,125.60	2,844,162.60	2,147,789.63	2,147,789.63	(5)	(5)	223,038.87	224,833.10	94,214.11	83,038.28	47,580.71	248,501.00
Louisiana	2,143,363.97	3,289,175.18	2,325,799.72	1,559,775.32	751,035.97	14,988.43	654,965.17	118,963.58	91,844.19	(8)	27,119.39	189,446.71
Maine	888,131.39	1,452,736.12	781,883.83	444,903.45	185,300.27	151,680.11	494,406.71	105,279.58	54,853.47	32,489.44	17,936.67	71,166.00

Maryland	2,518,091.90	3,943,157.51	2,871,331.50	1,845,729.39	945,389.14	80,212.97	813,227.28	122,512.73	59,988.17	48,179.83	14,344.73	136,086.00
Massachusetts	9,443,085.62	15,083,407.74	11,949,837.15	10,877,450.25	945,270.67	127,116.23	2,717,687.02	179,412.57	82,452.80	84,667.70	12,292.07	236,471.00
Michigan	4,562,753.65	10,128,738.25	8,318,389.86	6,560,890.60	1,693,072.81	64,426.45	1,261,425.19	256,781.20	107,363.66	97,819.20	51,598.34	292,142.00
Minnesota	7,304,024.54	10,578,753.96	9,122,932.15	8,438,909.83	610,316.61	73,705.71	1,083,041.12	172,726.69	72,052.99	62,599.86	38,073.84	200,054.00
Mississippi	737,952.77	1,060,082.73	425,090.52	425,097.82	[6] −1.00	[6] −6.30	289,531.58	137,027.63	90,737.49	34,851.39	11,438.75	208,433.06
Missouri	4,841,676.13	7,090,551.85	6,480,540.41	6,253,740.41	226,800.00	[5]	244,353.35	155,411.09	61,885.23	63,480.00	30,045.86	210,247.00
Montana	1,161,647.01	1,840,641.67	1,586,331.86	1,435,155.49	140,938.87	10,237.50	108,820.49	100,899.32	50,077.82	30,069.88	20,751.62	44,590.00
Nebraska	3,137,419.59	2,877,165.28	2,623,972.20	2,092,423.47	476,545.17	55,003.56	88,281.49	107,077.84	27,760.15	55,775.46	23,542.23	57,833.75
Nevada	75,876.93	438,217.90	248,799.68	248,799.68	[5]	[5]	190,920.81	50,432.41	37,163.59	1,000.00	12,268.82	29,065.00
New Hampshire	743,821.28	1,100,751.83	611,291.48	518,269.83	54,969.79	38,051.86	390,885.22	53,011.13	27,290.47	11,884.74	13,835.92	45,564.00
New Jersey	4,837,323.65	4,685,235.15	3,807,108.99	2,582,718.33	1,152,432.30	71,958.36	521,113.99	151,545.17	79,283.94	50,906.47	21,354.76	205,467.00
New Mexico	433,440.16	729,075.18	461,874.86	292,022.84	151,297.04	18,554.98	48,924.78	130,299.54	64,662.60	48,904.58	16,732.36	87,976.00
New York	13,089,882.47	26,116,997.58	18,122,671.02	14,092,846.64	3,734,697.32	295,127.06	6,994,962.54	338,244.02	166,977.07	120,308.46	50,958.49	661,120.00
North Carolina	813,277.34	3,295,444.45	1,560,111.41	1,190,088.87	252,036.33	117,986.21	1,120,104.65	279,686.39	133,887.53	84,710.10	61,088.76	335,542.00
North Dakota	719,246.66	1,088,414.53	803,687.96	698,805.29	104,882.67	[9]	106,427.76	115,165.56	53,611.52	45,185.12	16,368.92	63,133.25
Ohio	17,079,609.13	18,575,832.54	17,406,455.14	15,527,111.91	1,436,811.75	442,531.48	482,438.23	317,575.17	141,639.00	143,786.07	32,150.10	369,364.00
Oklahoma	4,692,457.06	5,788,938.87	5,151,033.24	4,635,053.34	420,344.85	95,635.05	203,676.20	207,727.43	72,871.69	93,986.16	40,869.58	226,502.00
Oregon	1,900,292.41	3,201,795.06	2,309,635.54	2,083,926.17	156,913.26	68,796.11	698,643.70	105,581.82	59,249.93	24,257.50	22,074.39	87,934.00
Pennsylvania	13,648,909.76	24,139,617.96	16,428,047.14	12,846,050.30	2,609,003.62	972,993.22	6,890,124.18	388,743.64	147,847.85	178,258.57	62,637.22	432,703.00
Rhode Island	675,203.75	1,633,629.51	769,361.49	642,052.48	127,309.01	[5]	730,299.79	73,741.23	35,945.48	34,545.75	3,250.00	60,227.00
South Carolina	430,800.72	1,729,775.94	1,010,795.01	828,289.67	138,715.01	43,790.33	327,489.99	182,714.94	104,061.53	47,169.24	31,484.17	208,776.00
South Dakota	1,048,470.14	1,541,407.20	1,308,185.63	1,300,310.63	[3]	7,875.00	58,925.05	94,126.52	43,895.43	29,798.78	20,432.31	80,170.00
Tennessee	519,481.27	3,030,947.81	2,016,146.88	1,325,200.15	624,662.64	66,284.09	605,045.76	171,364.17	96,404.51	36,371.89	38,587.77	288,391.00
Texas	9,412,414.86	12,841,559.82	10,141,822.54	10,141,822.54	[5]	[5]	1,925,731.84	360,242.02	175,647.83	119,074.85	65,519.34	413,763.42
Utah	1,139,293.73	2,570,633.41	2,170,642.83	1,799,537.64	331,695.54	39,409.65	254,579.55	78,238.03	40,607.92	29,999.99	7,630.12	67,173.00
Vermont	498,305.70	874,217.00	511,985.41	469,193.80	30,969.92	11,821.69	246,254.46	69,804.63	36,376.97	19,233.11	14,194.55	46,172.50
Virginia	512,254.06	1,179,556.57	[5]	[5]	[5]	[5]	724,050.11	223,332.46	100,817.62	70,663.25	51,851.59	232,174.00
Washington	4,557,708.31	6,573,219.25	6,184,059.64	5,148,651.64	863,784.24	171,623.76	142,502.02	120,020.59	47,888.07	50,516.42	21,616.10	126,637.00
West Virginia	1,430,765.24	3,594,344.92	2,390,239.61	1,845,554.42	471,111.74	73,573.45	882,128.14	164,161.17	56,415.68	69,121.97	38,623.52	157,816.00
Wisconsin	5,429,476.04	7,296,246.78	5,762,076.82	4,725,982.12	827,352.55	208,742.15	1,194,763.90	155,209.06	62,595.61	52,000.00	40,613.45	184,197.00
Wyoming	523,448.45	663,154.60	539,394.56	419,827.32	87,241.87	32,325.37	88,533.05	11,587.99	7,999.50	3,588.49	[8]	23,639.00

[1] Checks issued by the Treasury Department during the given periods for Federal grants to States under the Social Security Act, not including Federal funds for vocational rehabilitation under title V, pt. 4, which are merged with other Federal funds provided for this purpose. For any given period, amounts reported in this table will differ from those reported in table A–5, showing advances certified by the Social Security Board to the Secretary of the Treasury for payment to the States, since sums certified by the Board are attributed to the quarter for which they were provided. The Board may certify amounts to be granted for the current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within the period for which the funds are certified.

[2] Includes grants by the Social Security Board to States for employment service administration to meet the requirements of the unemployment compensation program; as of June 30, 1938, such grants had been made to 28 States in which benefits were payable or were soon to become payable.

[3] Administered by the U. S. Children's Bureau.

[4] Administered by the U. S. Public Health Service.

[5] No plan approved by the Social Security Board.

[6] Refund of unexpended grants.

[7] Although Connecticut has an approved plan for aid to the blind, Federal funds have not been requested since July 1, 1936.

[8] No plan approved by the Chief of the U. S. Children's Bureau.

[9] Sufficient Federal funds were carried over from preceding fiscal year.

SOURCE: Amount of grants computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

Explanation of Data on Federal Grants to States

Table A–3 is derived from data supplied by the Treasury Department, giving Federal grants to States on a checks-paid basis, for all programs under the Social Security Act. Table A–4, from the same source, shows grants to States for the same programs on a checks-issued basis, i. e., amounts paid to the States attributed to the period in which the check was issued by the Treasury. On the other hand, table A–5 shows advances to the States certified by the Social Security Board to the Secretary of the Treasury according to the quarter for which these amounts were certified. The data reported on these three different bases are of course not comparable; the amount of grants on a checks-issued basis differs from the amount reported on a checks-paid basis because of the time lag in transmitting and cashing the checks. Moreover, because of procedures involved in certifying to the Secretary of the Treasury grants to States authorized under the Social Security Act, data reported by the Treasury, as in tables A–3 and A–4, differ from those in table A–5. The usual procedure is for the jurisdictions eligible for Federal grants under the act to submit to the Social Security Board advance quarterly estimates of the sums needed for their public-assistance programs and for the administration of unemployment compensation and State employment services. After review of these estimates, the Social Security Board certifies to the Secretary of the Treasury the sums to be paid. In addition, the Board may certify supplemental amounts during a given quarter and may also certify in later months retroactive payments for earlier months or quarters during which a State public-assistance plan or unemployment compensation law was in operation. Federal advances for any given period are subject to adjustment in a later period to take account of unexpended balances or of amounts by which these advances represented less than the statutory Federal share of State expenditures or obligations incurred.

The tables in appendix D give still a third type of expenditure: Obligations incurred from Federal, State, and local funds under public-assistance and relief programs, administrative expense excluded. Monthly revisions of tables D–4, D–5, D–6, D–10, D–11, D–16, and D–17 are necessary to include corrections for canceled checks and for supplementary or retroactive payments, and these tables therefore bear the date to which these revisions have been made. Monthly issues of the *Social Security Bulletin* carry currently revised data.

Throughout the appendix tables the term "States" is used as defined in the act to include the 48 States, the District of Columbia, Alaska, and Hawaii.

Table A–5.—Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
All participating States:								
Total, fiscal year 1936–37	$155,189,207.51	$146,114,210.88	$127,634,064.19	$13,900,596.48	$4,579,550.21	$9,074,996.63	$9,074,996.63	
Total, fiscal year 1937–38	251,702,739.61	209,446,839.64	179,180,472.53	25,098,532.20	5,167,834.91	42,255,899.97	27,878,119.63	$14,377,780.34
First quarter	54,499,478.10	48,672,827.71	41,170,088.81	6,074,927.01	1,427,811.89	5,826,650.39	3,784,311.43	2,042,338.96
Second quarter	62,355,422.77	51,730,468.06	43,969,515.67	6,213,933.29	1,547,019.10	10,624,954.71	5,859,571.54	4,765,383.17
Third quarter	65,753,332.65	52,039,707.52	45,152,649.28	5,832,485.82	1,054,572.42	13,713,625.13	9,172,869.14	4,540,755.99
Fourth quarter	69,094,506.09	57,003,836.35	48,888,218.77	6,977,186.08	1,138,431.50	12,090,669.74	9,061,367.52	3,029,302.22
Alabama:								
Total, fiscal year 1936–37	1,272,601.85	1,084,533.47	757,860.33	314,860.64	11,812.50	188,068.38	188,068.38	
Total, fiscal year 1937–38	1,952,714.11	1,239,059.28	908,189.78	311,032.83	19,836.67	713,654.83	473,622.53	240,032.30
First quarter	267,270.38	166,651.77	117,505.92	43,475.85	5,670.00	100,618.61	55,027.11	45,591.50
Second quarter	438,780.93	276,917.48	219,166.56	57,750.92	[4] 0	161,863.45	93,166.48	68,696.97
Third quarter	590,898.24	349,546.31	245,658.75	97,481.45	6,406.11	241,351.93	170,134.76	71,217.17
Fourth quarter	655,764.56	445,943.72	325,858.55	112,324.61	7,760.56	209,820.84	155,294.18	54,526.66
Alaska:								
Total, fiscal year 1936–37	5,099.51	(5)	(5)	(5)	(5)	5,099.51	5,099.51	
Total, fiscal year 1937–38	175,425.69	144,458.99	144,458.99	(5)	(5)	30,966.70	30,966.70	
First quarter	42,500.15	29,137.50	29,137.50	(5)	(5)	13,362.65	13,362.65	
Second quarter	38,313.39	31,368.75	31,368.75	(5)	(5)	6,944.64	6,944.64	
Third quarter	45,027.60	39,768.75	39,768.75	(5)	(5)	5,258.85	5,258.85	
Fourth quarter	49,584.55	44,183.99	44,183.99	(5)	(5)	5,400.56	5,400.56	
Arizona:								
Total, fiscal year 1936–37	141,321.70	110,748.70	29,400.00	71,736.29	9,612.41	30,573.00	30,573.00	
Total, fiscal year 1937–38	1,234,037.97	930,836.30	657,163.31	236,395.12	37,277.87	303,201.67	202,139.26	101,062.41

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
Arizona—Continued.								
First quarter	$223,851.62	$188,878.33	$132,300.00	$49,333.33	$7,245.00	$34,973.29	$20,904.47	$14,068.82
Second quarter	320,953.94	250,353.26	196,875.00	47,027.58	6,450.68	70,600.68	40,943.91	29,656.77
Third quarter	384,922.86	288,991.25	210,787.50	67,100.00	11,103.75	95,931.61	62,872.43	33,059.18
Fourth quarter	304,309.55	202,613.46	117,200.81	72,934.21	12,478.44	101,696.09	77,418.45	24,277.64
Arkansas:								
Total, fiscal year 1936–37	1,028,906.90	967,771.85	734,308.78	207,867.56	25,595.51	61,135.05	61,135.05	
Total, fiscal year 1937–38	1,485,146.80	1,313,904.49	1,061,519.82	209,071.58	43,313.09	171,242.31	171,242.31	
First quarter	426,496.93	385,664.27	298,721.94	76,277.95	10,664.38	40,832.66	40,832.66	
Second quarter	339,712.60	303,123.68	247,947.70	45,430.40	9,745.58	36,588.92	36,588.92	
Third quarter	334,416.19	288,808.43	239,391.08	38,004.37	11,412.98	45,607.76	45,607.76	
Fourth quarter	384,521.08	336,308.11	275,459.10	49,358.86	11,490.15	48,212.97	48,212.97	
California:								
Total, fiscal year 1936–37	13,669,931.10	13,151,344.76	11,084,249.12	1,240,820.81	826,274.83	518,586.34	518,586.34	
Total, fiscal year 1937–38	23,204,178.17	19,745,351.61	17,346,809.17	1,427,992.75	970,549.69	3,458,826.56	2,479,406.86	979,419.70
First quarter	3,886,029.77	3,502,255.89	2,982,936.32	316,385.33	202,934.24	383,773.88	294,605.84	89,168.04
Second quarter	5,570,677.62	4,648,035.68	4,060,162.62	362,243.86	225,629.20	922,641.94	526,391.06	396,250.88
Third quarter	6,707,532.74	5,540,429.83	4,894,975.55	384,365.30	261,088.98	1,167,102.91	912,583.58	254,519.33
Fourth quarter	7,039,938.04	6,054,630.21	5,408,734.68	364,998.26	280,897.27	985,307.83	745,826.38	239,481.45
Colorado:								
Total, fiscal year 1936–37	4,615,574.50	4,523,082.39	4,147,186.43	298,709.40	77,186.56	92,492.11	92,492.11	
Total, fiscal year 1937–38	6,309,637.58	6,208,748.79	5,665,781.66	452,135.71	90,831.42	100,888.79	100,888.79	
First quarter	1,475,111.58	1,453,123.17	1,323,471.81	108,174.53	21,476.83	21,988.41	21,988.41	
Second quarter	1,571,248.03	1,554,807.79	1,417,500.00	114,614.82	22,692.97	16,440.24	16,440.24	
Third quarter	1,587,610.62	1,562,591.42	1,428,253.95	112,266.91	22,070.56	25,019.20	25,019.20	
Fourth quarter	1,675,667.35	1,638,226.41	1,496,555.90	117,079.45	24,591.06	37,440.94	37,440.94	
Connecticut:								
Total, fiscal year 1936–37	1,973,309.39	1,855,858.21	1,855,858.21	(5)	[6] 0	117,451.18	117,451.18	
Total, fiscal year 1937–38	3,484,456.89	2,267,425.14	2,267,425.14	(5)	[6] 0	1,217,031.75	834,741.18	382,290.57

First quarter	707,547.72	561,769.95	561,769.95	(5)	5 0	145,777.77	80,710.64	65,067.13
Second quarter	804,190.11	560,271.08	560,271.08	(5)	6 0	243,919.03	133,181.47	110,737.56
Third quarter	947,513.59	565,996.73	565,996.73	(5)	5 0	381,516.86	288,124.03	93,392.83
Fourth quarter	1,025,205.47	579,387.38	579,387.38	(5)	5 0	445,818.09	332,725.04	113,093.05
Delaware:								
Total, fiscal year 1936–37	225,524.88	224,889.43	178,420.73	46,468.70	(5)	635.45	635.45	
Total, fiscal year 1937–38	399,540.94	261,120.97	198,573.38	62,547.59	(5)	138,419.97	138,419.97	
First quarter	96,935.45	66,222.80	49,777.88	16,444.92	(5)	30,712.65	30,712.65	
Second quarter	97,637.22	59,682.63	42,428.93	17,253.70	(5)	37,954.59	37,954.59	
Third quarter	95,383.84	63,612.02	49,070.70	14,541.32	(5)	31,771.82	31,771.82	
Fourth quarter	109,584.43	71,603.52	57,295.87	14,307.65	(5)	37,980.91	37,980.91	
District of Columbia:								
Total, fiscal year 1936–37	572,056.28	462,141.57	230,680.42	216,952.88	14,508.27	109,914.71	109,914.71	
Total, fiscal year 1937–38	992,273.32	625,425.83	424,421.03	180,410.68	20,594.12	366,847.49	270,669.71	96,177.78
First quarter	167,532.16	130,539.64	81,098.85	46,336.78	3,104.01	36,992.52	36,992.52	
Second quarter	218,329.32	147,627.84	101,312.67	42,856.47	3,458.70	70,701.48	57,922.25	12,779.23
Third quarter	340,009.89	180,091.49	133,030.80	40,621.83	6,438.86	159,918.40	110,450.53	49,467.87
Fourth quarter	266,401.95	167,166.86	108,978.71	50,595.60	7,592.55	99,235.09	65,304.41	33,930.68
Florida:								
Total, fiscal year 1936–37	464,625.47	464,625.47	464,625.47	(5)	(5)			
Total, fiscal year 1937–38	2,456,548.88	2,264,655.97	2,192,835.97	(5)	71,820.00	191,892.91	191,892.91	
First quarter	316,150.90	279,655.53	279,655.53	(5)	(5)	36,495.37	36,495.37	
Second quarter	612,276.09	559,440.00	552,825.00	(5)	6,615.00	52,836.09	52,836.09	
Third quarter	745,920.36	696,118.36	664,933.36	(5)	31,185.00	49,802.00	49,802.00	
Fourth quarter	782,201.53	729,442.08	695,422.08	(5)	34,020.00	52,759.45	52,759.45	
Georgia:								
Total, fiscal year 1936–37	46,073.46	(5)	(5)	(5)	(5)	46,073.46	46,073.46	
Total, fiscal year 1937–38	2,066,983.66	1,841,162.14	1,474,386.59	310,319.30	56,456.25	225,821.52	225,821.52	
First quarter	381,817.12	328,500.00	226,800.00	82,800.00	18,900.00	53,317.12	53,317.12	
Second quarter	471,928.52	426,675.00	346,500.00	66,000.00	14,175.00	45,253.52	45,253.52	
Third quarter	533,973.20	475,219.82	423,146.31	48,015.67	4,057.84	58,753.38	58,753.38	
Fourth quarter	679,264.82	610,767.32	477,940.28	113,503.63	19,323.41	68,497.50	68,497.50	
Hawaii:								
Total, fiscal year 1936–37	42,387.62	42,387.62	36,993.79	5,393.83	(5)			
Total, fiscal year 1937–38	365,605.16	266,846.64	130,678.57	127,894.07	8,274.00	98,758.52	98,758.52	
First quarter	79,756.69	49,654.07	29,910.74	18,483.33	1,260.00	30,102.62	30,102.62	
Second quarter	82,704.13	56,693.86	31,543.03	23,176.83	1,974.00	26,010.27	26,010.27	
Third quarter	86,672.54	70,600.24	30,206.38	37,873.86	2,520.00	16,072.30	16,072.30	
Fourth quarter	116,471.80	89,898.47	39,018.42	48,360.05	2,520.00	26,573.33	26,573.33	

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
Idaho:								
Total, fiscal year 1936–37	$1,407,713.99	$1,302,744.74	$1,057,716.13	$209,847.30	$35,181.31	$104,969.25	$104,969.25	
Total, fiscal year 1937–38	1,547,023.03	1,420,571.66	1,116,676.58	264,478.60	39,416.48	126,451.37	126,451.37	
First quarter	429,560.08	401,499.84	320,104.84	71,000.00	10,395.00	28,060.24	28,060.24	
Second quarter	397,483.72	369,190.83	290,848.43	68,713.90	9,628.50	28,292.89	28,292.89	
Third quarter	355,319.67	318,281.18	247,166.85	61,705.80	9,408.53	37,038.49	37,038.49	
Fourth quarter	364,659.56	331,599.81	258,556.46	63,058.90	9,984.45	33,059.75	33,059.75	
Illinois:								
Total, fiscal year 1936–37	8,514,656.29	8,514,656.29	8,514,656.29	(5)	(5)			
Total, fiscal year 1937–38	13,218,068.06	12,855,682.21	12,855,682.21	(5)	(5)	362,385.85	362,385.85	
First quarter	3,085,573.02	3,013,585.19	3,013,585.19	(5)	(5)	71,987.83	71,987.83	
Second quarter	3,322,059.18	3,252,430.13	3,252,430.13	(5)	(5)	69,629.05	69,629.05	
Third quarter	3,284,916.12	3,216,681.28	3,216,681.28	(5)	(5)	68,234.84	68,234.84	
Fourth quarter	3,525,519.74	3,372,985.61	3,372,985.61	(5)	(5)	152,534.13	152,534.13	
Indiana:								
Total, fiscal year 1936–37	3,476,384.92	3,153,840.35	2,712,064.57	268,691.16	173,084.62	322,544.57	322,544.57	
Total, fiscal year 1937–38	7,297,413.27	5,730,729.97	4,045,669.50	1,432,192.04	252,868.43	1,566,683.30	1,078,888.88	$487,794.42
First quarter	1,531,542.36	1,397,091.13	1,038,897.63	314,230.00	43,963.50	134,451.23	134,451.23	
Second quarter	1,583,630.09	1,296,053.78	868,203.57	349,708.94	78,141.27	287,576.31	139,290.26	148,286.05
Third quarter	2,016,842.99	1,470,793.82	1,031,115.19	367,702.38	71,976.25	546,049.17	353,053.35	192,995.82
Fourth quarter	2,165,397.83	1,566,791.24	1,107,453.11	400,550.72	58,787.41	598,606.59	452,094.04	146,512.55
Iowa:								
Total, fiscal year 1936–37	2,982,570.04	2,872,157.40	2,872,157.40	(5)	(5)	110,412.64	110,412.64	
Total, fiscal year 1937–38	5,367,297.75	5,072,716.41	4,981,098.16	(5)	91,618.25	294,581.34	209,886.38	84,694.96
First quarter	1,195,940.13	1,171,588.43	1,171,588.43	(5)	(5)	24,351.70	24,351.70	
Second quarter	1,351,140.75	1,317,671.78	1,296,671.78	(5)	21,000.00	33,468.97	33,468.97	
Third quarter	1,231,875.92	1,140,695.85	1,102,580.85	(5)	38,115.00	91,180.07	60,516.88	30,663.19
Fourth quarter	1,588,340.95	1,442,760.35	1,410,257.10	(5)	32,503.25	145,580.60	91,548.83	54,031.77

Kansas:								
Total, fiscal year 1936–37	45,284.74	(5)	(5)	(5)	(5)	45,284.74	45,284.74	
Total, fiscal year 1937–38	1,971,783.73	1,840,589.14	1,433,919.97	341,959.30	64,709.87	131,194.59	131,194.59	
First quarter	448,416.22	399,525.00	307,125.00	77,280.00	15,120.00	48,891.22	48,891.22	
Second quarter	507,231.54	487,042.90	365,929.96	105,646.19	15,466.75	20,188.64	20,188.64	
Third quarter	279,743.35	245,649.49	193,247.30	41,647.32	10,754.87	34,093.86	34,093.86	
Fourth quarter	736,392.62	708,371.75	567,617.71	117,385.79	23,368.25	28,020.87	28,020.87	
Kentucky:								
Total, fiscal year 1936–37	1,087,489.05	969,323.86	969,323.86	(5)	(5)	118,165.19	118,165.19	
Total, fiscal year 1937–38	2,205,290.30	1,982,251.43	1,982,251.43	(5)	(5)	223,038.87	223,038.87	
First quarter	787,176.25	750,579.64	750,579.64	(5)	(5)	36,596.61	36,596.61	
Second quarter	981,349.42	922,453.25	922,453.25	(5)	(5)	58,896.17	58,896.17	
Third quarter	366,270.50	308,275.57	308,275.57	(5)	(5)	57,994.93	57,994.93	
Fourth quarter	70,494.13	942.97	942.97	(5)	(5)	69,551.16	69,551.16	
Louisiana:								
Total, fiscal year 1936–37	1,808,366.91	1,651,745.32	975,589.64	650,108.09	26,047.59	156,621.59	156,621.59	
Total, fiscal year 1937–38	2,980,764.89	2,325,799.72	1,559,775.32	751,035.97	14,988.43	654,965.17	411,680.62	243,284.55
First quarter	846,209.44	753,313.45	537,288.55	212,559.90	3,465.00	92,895.99	57,801.99	35,094.00
Second quarter	727,058.70	537,068.30	363,971.01	173,097.29	4 0	189,990.40	98,749.96	91,240.44
Third quarter	581,000.72	413,142.05	260,257.41	152,884.64	4 0	167,858.67	122,229.28	45,629.39
Fourth quarter	826,496.03	622,275.92	398,258.35	212,494.14	11,523.43	204,220.11	132,899.39	71,320.72
Maine:								
Total, fiscal year 1936–37	751,337.84	658,874.81	358,215.90	178,684.34	121,974.57	92,463.03	92,463.03	
Total, fiscal year 1937–38	1,276,428.54	782,021.83	445,041.45	185,300.27	151,680.11	494,406.71	319,393.12	175,013.59
First quarter	207,936.65	139,146.11	67,625.78	39,408.45	32,111.88	68,790.54	20,662.82	48,127.72
Second quarter	242,654.92	92,004.82	7,350.00	45,972.04	38,682.78	150,650.10	71,373.74	79,276.36
Third quarter	334,428.07	188,499.40	101,055.67	48,501.85	38,941.88	145,928.67	111,615.44	34,313.23
Fourth quarter	491,408.90	362,371.50	269,010.00	51,417.93	41,943.57	129,037.40	115,741.12	13,296.28
Maryland:								
Total, fiscal year 1936–37	2,237,052.43	2,142,935.04	1,348,779.19	727,468.51	66,687.34	144,117.39	144,117.39	
Total, fiscal year 1937–38	3,443,927.74	2,630,700.46	1,699,913.15	854,985.23	75,802.08	813,227.28	541,913.21	271,314.07
First quarter	651,261.23	586,839.06	389,840.43	178,969.76	18,028.87	64,422.17	35,591.60	28,830.57
Second quarter	837,406.86	644,071.54	424,337.88	201,042.74	18,690.92	193,335.32	90,795.30	102,540.02
Third quarter	987,660.89	707,664.81	451,140.28	236,471.70	20,052.83	279,996.08	193,599.92	86,396.16
Fourth quarter	967,598.76	692,125.05	434,594.56	238,501.03	19,029.46	275,473.71	221,926.39	53,547.32

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
Massachusetts:								
Total, fiscal year 1936–37	$8,846,685.52	$8,579,635.01	$7,483,928.28	$992,682.93	$103,023.80	$267,050.51	$267,050.51	
Total, fiscal year 1937–38	14,673,118.24	11,955,431.22	10,883,044.32	945,270.67	127,116.23	2,717,687.02	1,897,356.88	$820,330.14
First quarter	3,168,254.76	2,809,931.73	2,567,884.58	214,498.41	27,548.74	358,323.03	159,155.76	199,167.27
Second quarter	3,862,881.67	3,060,633.15	2,736,819.79	290,131.32	33,682.04	802,248.52	401,819.11	400,429.41
Third quarter	3,901,870.78	2,948,558.19	2,701,751.08	212,438.85	34,368.26	853,312.59	699,393.57	153,919.02
Fourth quarter	3,840,111.03	3,136,308.15	2,876,588.87	228,202.09	31,517.19	703,802.88	636,988.44	66,814.44
Michigan:								
Total, fiscal year 1936–37	5,025,305.24	4,687,973.99	3,705,488.30	932,426.94	50,058.75	337,331.25	337,331.25	
Total, fiscal year 1937–38	9,589,671.95	8,328,246.76	6,570,747.50	1,693,072.81	64,426.45	1,261,425.19	744,761.42	516,663.77
First quarter	1,497,354.33	1,377,979.42	979,607.81	384,003.00	14,368.61	119,374.91	119,374.91	
Second quarter	2,340,721.54	2,202,165.14	1,732,500.00	452,000.00	17,665.14	138,556.40	138,556.40	
Third quarter	2,716,470.45	2,440,173.37	1,933,537.25	488,807.06	17,829.06	276,297.08	131,737.43	144,559.65
Fourth quarter	3,035,125.63	2,307,928.83	1,925,102.44	368,262.75	14,563.64	727,196.80	355,092.68	372,104.12
Minnesota:								
Total, fiscal year 1936–37	6,935,931.84	6,667,452.68	6,667,452.68	(5)	(5)	268,479.16	268,479.16	
Total, fiscal year 1937–38	9,586,830.31	8,496,367.69	7,838,997.14	585,375.72	71,994.83	1,090,462.62	668,063.78	422,393.84
First quarter	2,097,546.21	1,996,044.44	1,904,175.00	61,944.44	29,925.00	101,501.77	58,501.92	42,999.85
Second quarter	2,577,594.17	2,216,700.32	2,014,944.07	176,950.00	24,806.25	360,893.85	149,777.45	211,116.40
Third quarter	2,545,609.16	2,181,056.33	1,994,702.00	176,950.00	9,404.33	364,552.83	229,254.73	135,298.10
Fourth quarter	2,366,080.77	2,102,566.60	1,925,176.07	169,531.28	7,859.25	263,514.17	230,534.68	32,979.49
Mississippi:								
Total, fiscal year 1936–37	521,344.74	426,864.86	426,864.86	(5)	(5)	94,479.88	94,479.88	
Total, fiscal year 1937–38	714,629.40	425,097.82	425,097.82	(5)	(5)	289,531.58	188,984.33	100,547.25
First quarter	118,909.57	88,304.63	88,304.63	(5)	(5)	30,604.94	30,604.94	
Second quarter	179,188.18	111,114.69	111,114.69	(5)	(5)	68,073.49	33,258.27	34,815.22
Third quarter	199,743.60	112,401.06	112,401.06	(5)	(5)	87,342.54	52,295.87	35,046.67
Fourth quarter	216,788.05	113,277.44	113,277.44	(5)	(5)	103,510.61	72,825.25	30,685.36

Missouri:								
Total, fiscal year 1936–37	4,496,876.32	4,496,667.99	4,496,667.99	(5)	(5)	208.33	208.33	
Total, fiscal year 1937–38	6,461,846.84	6,210,651.82	5,983,851.82	226,800.00	(5)	251,195.02	251,195.02	
First quarter	1,825,870.00	1,771,875.00	1,771,875.00	(5)	(5)	53,995.00	53,995.00	
Second quarter	498,833.80	445,324.50	433,324.50	12,000.00	(5)	53,509.30	53,509.30	
Third quarter	1,990,555.05	1,937,343.00	1,841,343.00	96,000.00	(5)	53,212.05	53,212.05	
Fourth quarter	2,146,587.99	2,056,109.32	1,937,309.32	118,800.00	(5)	90,478.67	90,478.67	
Montana:								
Total, fiscal year 1936–37	1,043,009.29	1,021,739.99	946,839.99	74,900.00	(5)	21,269.30	21,269.30	
Total, fiscal year 1937–38	1,695,152.35	1,586,331.86	1,435,155.49	140,938.87	10,237.50	108,820.49	108,820.49	
First quarter	417,852.95	391,431.55	359,493.75	31,937.80	(5)	26,421.40	26,421.40	
Second quarter	354,215.50	327,826.01	327,826.01	0	(5)	26,389.49	26,389.49	
Third quarter	440,058.68	407,930.35	350,625.98	51,004.37	6,300.00	32,128.33	32,128.33	
Fourth quarter	483,025.22	459,143.95	397,209.75	57,996.70	3,937.50	23,881.27	23,881.27	
Nebraska:								
Total, fiscal year 1936–37	3,066,156.75	3,039,972.85	2,823,862.00	156,080.32	60,030.53	26,183.90	26,183.90	
Total, fiscal year 1937–38	2,712,606.82	2,624,325.33	2,092,776.60	476,545.17	55,003.56	88,281.49	88,281.49	
First quarter	601,116.53	560,778.41	400,602.01	151,379.36	8,797.04	40,338.12	40,338.12	
Second quarter	646,863.38	635,437.94	443,679.74	182,017.58	9,740.62	11,425.44	11,425.44	
Third quarter	764,677.70	751,134.69	625,597.86	106,077.16	19,459.67	13,543.01	13,543.01	
Fourth quarter	699,949.21	676,974.29	622,896.99	37,071.07	17,006.23	22,974.92	22,974.92	
Nevada:								
Total, fiscal year 1936–37	10,640.46	(5)	(5)	(5)	(5)	10,640.46	10,640.46	
Total, fiscal year 1937–38	346,481.98	236,561.17	236,561.17	(5)	(5)	109,920.81	109,920.81	
First quarter	49,684.24	15,750.00	15,750.00	(5)	(5)	33,934.24	33,934.24	
Second quarter	131,047.92	91,350.00	91,350.00	(5)	(5)	39,697.92	39,697.92	
Third quarter	99,704.30	83,471.63	83,471.63	(5)	(5)	16,232.67	16,232.67	
Fourth quarter	66,045.52	45,989.54	45,989.54	(5)	(5)	20,055.98	20,055.98	
New Hampshire:								
Total, fiscal year 1936–37	681,530.98	491,531.76	402,838.23	51,852.43	36,841.10	189,999.22	189,999.22	
Total, fiscal year 1937–38	1,005,152.02	614,266.80	521,245.15	54,969.79	38,051.86	390,885.22	268,969.22	121,916.00
First quarter	236,092.47	162,377.86	141,573.03	13,283.75	7,521.08	73,714.61	51,629.34	22,085.27
Second quarter	261,410.67	152,708.14	127,628.16	14,083.33	10,996.65	108,702.53	75,667.62	33,034.91
Third quarter	251,429.82	142,341.01	118,152.36	13,790.86	10,397.79	109,088.81	74,122.43	34,966.38
Fourth quarter	256,219.06	156,839.79	133,891.60	13,811.85	9,136.34	99,379.27	67,549.83	31,829.44
New Jersey:								
Total, fiscal year 1936–37	4,147,499.13	3,830,506.15	2,516,116.81	1,247,556.37	66,832.97	316,992.98	316,992.98	
Total, fiscal year 1937–38	4,365,002.37	3,843,888.38	2,619,497.72	1,152,432.30	71,958.36	521,113.99	521,113.99	

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified[1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified[1] for direct assistance and administration of public assistance[2]				Advances certified[1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services[3]
New Jersey—Continued.								
First quarter	$732,139.78	$652,313.77	$451,178.81	$185,232.86	$15,902.10	$79,826.01	$79,826.01	
Second quarter	1,083,400.37	974,051.32	640,503.96	317,320.90	16,226.46	109,349.05	109,349.05	
Third quarter	1,206,179.50	1,061,327.27	736,393.02	305,599.90	19,334.35	144,852.23	144,852.23	
Fourth quarter	1,343,282.72	1,156,196.02	791,421.93	344,278.64	20,495.45	187,086.70	187,086.70	
New Mexico:								
Total, fiscal year 1936–37	290,460.40	245,772.45	171,722.87	73,953.57	96.01	44,687.95	44,687.95	
Total, fiscal year 1937–38	483,286.03	434,361.25	273,658.34	142,147.93	18,554.98	48,924.78	48,924.78	
First quarter	109,272.03	97,247.57	62,005.52	31,168.35	4,073.70	12,024.46	12,024.46	
Second quarter	103,429.56	91,309.28	58,109.91	29,284.93	3,914.44	12,120.28	12,120.28	
Third quarter	126,833.53	114,562.82	71,830.04	37,571.66	5,161.12	12,270.71	12,270.71	
Fourth quarter	143,750.91	131,241.58	81,712.87	44,122.99	5,405.72	12,509.33	12,509.33	
New York:								
Total, fiscal year 1936–37	12,217,919.40	10,668,389.84	9,882,021.93	682,395.06	103,972.85	1,549,529.56	1,549,529.56	
Total, fiscal year 1937–38	25,117,633.56	18,122,671.02	14,092,846.64	3,734,697.32	295,127.06	6,994,962.54	3,658,547.92	$3,336,414.62
First quarter	5,673,590.31	4,582,940.80	3,331,293.00	1,110,654.89	140,992.91	1,090,649.51	546,902.44	543,747.07
Second quarter	6,190,328.24	4,335,914.01	3,437,915.79	826,808.15	71,190.07	1,854,414.23	896,038.83	958,375.40
Third quarter	6,533,838.44	4,270,870.17	3,677,861.57	554,320.90	38,687.70	2,262,968.27	1,110,747.07	1,152,221.20
Fourth quarter	6,719,876.57	4,932,946.04	3,645,776.28	1,242,913.38	44,256.38	1,786,930.53	1,104,859.58	682,070.95
North Carolina:								
Total, fiscal year 1936–37	144,146.29	(5)	(5)	(5)	(5)	144,146.29	144,146.29	
Total, fiscal year 1937–38	2,804,459.39	1,684,354.74	1,190,088.87	340,369.66	153,896.21	1,120,104.65	740,798.10	379,306.55
First quarter	484,895.29	360,493.33	236,250.00	88,333.33	35,910.00	124,401.96	63,036.46	61,365.50
Second quarter	698,153.82	413,675.89	283,500.00	82,888.88	47,287.01	284,477.93	152,424.93	132,053.00
Third quarter	695,019.68	331,152.54	250,701.28	52,104.09	28,347.17	363,867.14	251,753.30	112,113.84
Fourth quarter	926,390.60	579,032.98	419,637.59	117,043.36	42,352.03	347,357.62	273,583.41	73,774.21
North Dakota:								
Total, fiscal year 1936–37	593,573.30	558,316.91	531,264.83	9,333.33	17,718.75	35,256.39	35,256.39	
Total, fiscal year 1937–38	910,976.90	804,549.14	699,666.47	104,882.67	[4] 0	106,427.76	106,427.76	

First quarter	247,651.22	207,485.76	127,485.76	80,000.00	[4] 0	40,165.46	40,165.46	
Second quarter	244,472.30	221,678.92	196,796.25	24,882.67	[4] 0	22,793.38	22,793.38	
Third quarter	204,867.73	182,885.33	182,885.33	[4] 0	[4] 0	21,982.40	21,982.40	
Fourth quarter	213,985.65	192,499.13	192,499.13	[4] 0	[4] 0	21,486.52	21,486.52	
Ohio:								
Total, fiscal year 1936–37	16,473,889.42	16,148,477.12	14,620,480.04	1,151,022.38	376,974.70	325,412.30	325,412.30	
Total, fiscal year 1937–38	16,100,845.75	15,618,407.52	13,859,183.04	1,349,535.09	409,689.39	482,438.23	482,438.23	
First quarter	3,668,907.05	3,638,228.94	3,353,833.61	203,455.56	80,939.77	30,678.11	30,678.11	
Second quarter	4,007,182.34	3,922,356.72	3,493,057.98	325,367.33	103,931.41	84,825.62	84,825.62	
Third quarter	4,023,017.16	3,843,585.61	3,348,257.33	387,564.07	107,764.21	179,431.55	179,431.55	
Fourth quarter	4,401,739.20	4,214,236.25	3,664,034.12	433,148.13	117,054.00	187,502.95	187,502.95	
Oklahoma:								
Total, fiscal year 1936–37	4,179,307.95	4,039,288.74	3,666,522.34	296,410.40	76,356.00	140,019.21	140,019.21	
Total, fiscal year 1937–38	6,852,187.54	6,648,511.34	5,870,516.30	655,024.13	122,970.91	203,676.20	203,676.20	
First quarter	1,880,464.54	1,841,572.97	1,652,046.38	176,259.31	13,267.28	38,891.57	38,891.57	
Second quarter	2,119,224.99	2,069,907.45	1,784,671.88	231,892.94	53,342.63	49,317.54	49,317.54	
Third quarter	1,485,221.04	1,429,079.41	1,198,335.08	188,451.91	42,292.42	56,141.63	56,141.63	
Fourth quarter	1,367,276.97	1,307,951.51	1,235,462.96	58,419.97	14,068.58	59,325.46	59,325.46	
Oregon:								
Total, fiscal year 1936–37	1,789,895.52	1,682,791.18	1,613,255.63	23,000.00	46,535.55	107,104.34	107,104.34	
Total, fiscal year 1937–38	2,846,405.46	2,147,761.76	1,929,895.11	153,325.84	64,540.81	698,643.70	542,876.78	155,766.92
First quarter	591,883.33	537,624.81	421,231.46	104,650.00	11,743.35	54,258.52	36,651.77	17,606.75
Second quarter	612,411.27	445,220.95	393,169.20	36,263.04	15,788.71	167,190.32	125,911.61	41,278.71
Third quarter	793,668.35	522,133.30	505,309.62		16,823.68	271,535.05	217,283.60	54,251.45
Fourth quarter	848,442.51	642,782.70	610,184.83	12,412.80	20,185.07	205,659.81	163,029.80	42,630.01
Pennsylvania:								
Total, fiscal year 1936–37	13,118,952.89	11,997,457.20	8,735,982.86	1,520,448.92	1,741,025.42	1,121,495.69	1,121,495.69	
Total, fiscal year 1937–38	23,352,636.58	16,462,512.40	12,880,515.56	2,609,003.62	972,993.22	6,890,124.18	4,210,850.21	2,679,273.97
First quarter	5,309,864.25	4,239,422.04	3,123,916.57	640,965.01	474,540.46	1,070,442.21	683,816.66	386,625.55
Second quarter	6,313,196.57	4,482,824.80	3,321,075.76	663,296.28	498,452.76	1,830,371.77	877,633.48	952,738.29
Third quarter	6,144,914.68	3,742,940.56	3,142,198.23	600,742.33	[7]	2,401,974.12	1,560,570.83	841,403.29
Fourth quarter	5,584,661.08	3,997,325.00	3,293,325.00	704,000.00	[7]	1,587,336.08	1,088,829.24	498,506.84
Rhode Island:								
Total, fiscal year 1936–37	583,161.41	443,885.36	370,210.05	73,675.31	[8]	139,276.05	139,276.05	
Total, fiscal year 1937–38	1,501,514.47	771,214.68	643,905.67	127,309.01	[8]	730,299.79	592,563.71	137,736.08

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified[1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified[1] for direct assistance and administration of public assistance[2]				Advances certified[1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services[3]
Rhode Island—Continued.								
First quarter	$240,965.02	$161,934.35	$136,981.16	$24,953.19	(5)	$79,030.67	$45,098.48	$33,932.19
Second quarter	342,756.91	182,265.11	148,918.08	33,347.03	(5)	160,491.80	84,557.82	75,933.98
Third quarter	431,793.05	201,435.14	169,760.85	31,674.29	(5)	230,357.91	216,571.22	13,786.69
Fourth quarter	485,999.49	225,580.08	188,245.58	37,334.50	(5)	260,419.41	246,336.19	14,083.22
South Carolina:								
Total, fiscal year 1936–37	110,441.04	(5)	(5)	(5)	(5)	110,441.04	110,441.04	
Total, fiscal year 1937–38	1,354,768.34	1,010,795.01	828,289.67	138,715.01	$43,790.33	343,973.33	269,370.54	74,602.79
First quarter	169,904.85	135,700.00	100,800.00	26,500.00	8,400.00	34,204.85	34,204.85	
Second quarter	242,350.73	176,375.00	118,125.00	42,500.00	15,750.00	65,975.73	65,975.73	
Third quarter	300,036.78	197,282.95	169,794.77	21,268.79	6,219.39	102,753.83	77,159.66	25,594.17
Fourth quarter	642,475.98	501,437.06	439,569.90	48,446.22	13,420.94	141,038.92	92,030.30	49,008.62
South Dakota:								
Total, fiscal year 1936–37	909,852.75	824,786.74	824,786.74	(5)	(5)	85,066.01	85,066.01	
Total, fiscal year 1937–38	1,367,404.25	1,308,479.20	1,300,604.20	(5)	7,875.00	58,925.05	58,925.05	
First quarter	160,642.86	150,164.38	150,164.38	(5)	(5)	10,478.48	10,478.48	
Second quarter	387,143.24	369,140.63	369,140.63	(5)	(5)	18,002.61	18,002.61	
Third quarter	377,256.93	362,293.51	359,143.51	(5)	3,150.00	14,963.42	14,963.42	
Fourth quarter	442,361.22	426,880.68	422,155.68	(5)	4,725.00	15,480.54	15,480.54	
Tennessee:								
Total, fiscal year 1936–37	121,961.12	(5)	(5)	(5)	(5)	121,961.12	121,961.12	
Total, fiscal year 1937–38	2,311,855.16	1,706,809.40	1,087,829.21	566,961.94	52,018.25	605,045.76	344,153.26	260,892.50
First quarter	633,112.05	613,790.66	399,582.13	192,332.25	21,876.28	19,321.39	7,193.67	12,127.72
Second quarter	524,302.22	409,991.49	250,398.98	146,741.56	12,850.95	114,310.73	37,981.51	76,329.22
Third quarter	302,449.84	47,467.76	[4] 0	47,467.76	[4] 0	254,982.08	142,305.41	112,676.67
Fourth quarter	851,991.05	635,559.49	437,848.10	180,420.37	17,291.02	216,431.56	156,672.67	59,758.89

Texas:								
Total, fiscal year 1936–37	9,966,153.67	9,720,757.73	9,720,757.73	(5)	(5)	245,395.94	245,395.94	
Total, fiscal year 1937–38	11,301,388.54	9,375,656.70	9,375,656.70	(5)	(5)	1,925,731.84	750,590.74	1,175,141.10
First quarter	2,833,741.65	2,550,672.46	2,550,672.46	(5)	(5)	283,069.19	70,667.23	212,401.96
Second quarter	3,181,519.89	2,460,646.91	2,460,646.91	(5)	(5)	720,872.98	230,425.41	490,447.57
Third quarter	2,873,175.77	2,151,946.12	2,151,946.12	(5)	(5)	721,229.65	248,938.08	472,291.57
Fourth quarter	2,412,951.23	2,212,391.21	2,212,391.21	(5)	(5)	200,560.02	200,560.02	
Utah:								
Total, fiscal year 1936–37	975,063.85	854,628.28	589,154.53	243,064.05	22,409.70	120,435.57	120,435.57	
Total, fiscal year 1937–38	2,425,222.38	2,170,642.83	1,799,537.64	331,695.54	39,409.65	254,579.55	183,505.44	71,074.11
First quarter	429,321.87	411,574.01	322,157.06	78,837.15	10,579.80	17,747.86	17,747.86	
Second quarter	575,871.61	503,963.28	418,855.24	76,408.79	8,699.25	71,908.33	43,409.67	28,498.66
Third quarter	684,389.62	591,414.86	500,768.50	81,604.81	9,041.55	92,974.76	68,197.16	24,777.60
Fourth quarter	735,639.28	663,690.68	557,756.84	94,844.79	11,089.05	71,948.60	54,150.75	17,797.85
Vermont:								
Total, fiscal year 1936–37	405,899.79	355,659.47	317,103.62	28,082.81	10,473.04	50,240.32	50,240.32	
Total, fiscal year 1937–38	717,751.91	471,497.45	424,759.40	30,969.92	15,768.13	246,254.46	164,759.29	81,495.17
First quarter	142,964.75	121,540.04	108,649.54	8,944.06	3,946.44	21,424.71	7,091.14	14,333.57
Second quarter	154,494.98	97,886.09	85,413.30	8,603.27	3,869.52	56,608.89	35,590.40	21,018.49
Third quarter	200,382.51	114,611.77	103,352.03	6,930.33	4,329.41	85,770.74	61,397.44	24,373.30
Fourth quarter	219,909.67	137,459.55	127,344.53	6,492.26	3,622.76	82,450.12	60,680.31	21,769.81
Virginia:								
Total, fiscal year 1936–37	114,699.49	(5)	(5)	(5)	(5)	114,699.49	114,699.49	
Total, fiscal year 1937–38	724,050.11	(5)	(5)	(5)	(5)	724,050.11	496,073.05	227,977.06
First quarter	83,638.75	(5)	(5)	(5)	(5)	83,638.75	60,662.61	22,976.14
Second quarter	188,319.89	(5)	(5)	(5)	(5)	188,319.89	107,141.80	81,178.09
Third quarter	248,764.26	(5)	(5)	(5)	(5)	248,764.26	159,416.42	89,347.84
Fourth quarter	203,327.21	(5)	(5)	(5)	(5)	203,327.21	168,852.22	34,474.99
Washington:								
Total, fiscal year 1936–37	4,342,965.64	4,313,281.50	3,493,301.24	699,593.19	120,387.07	29,684.14	29,684.14	
Total, fiscal year 1937–38	6,326,561.66	6,184,059.64	5,148,651.64	863,784.24	171,623.76	142,502.02	142,502.02	
First quarter	1,352,477.32	1,323,232.27	1,070,658.23	209,027.18	43,546.86	29,245.05	29,245.05	
Second quarter	1,546,622.90	1,509,095.22	1,238,566.08	231,730.33	38,798.81	37,527.68	37,527.68	
Third quarter	1,659,175.12	1,625,712.20	1,353,549.23	231,569.44	40,593.53	33,462.92	33,462.92	
Fourth quarter	1,768,286.32	1,726,019.95	1,485,878.10	191,457.29	48,684.56	42,266.37	42,266.37	
West Virginia:								
Total, fiscal year 1936–37	1,094,488.37	986,787.69	732,866.50	216,121.19	37,800.00	107,700.68	107,700.68	
Total, fiscal year 1937–38	3,123,726.84	2,241,598.70	1,737,050.39	436,593.94	67,954.37	882,128.14	588,358.28	293,769.86

See footnotes at end of table.

Table A–5.—Federal grants to States: Advances certified[1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1936–37 and, by quarters, for the fiscal year 1937–38—Continued

[Revised to Aug. 31, 1938]

State	Total grants	Advances certified[1] for direct assistance and administration of public assistance[2]				Advances certified[1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services[3]
West Virginia—Continued.								
First quarter	$647,216.61	$576,472.62	$448,875.00	$121,000.00	$6,597.62	$70,743.99	$35,311.72	$35,432.27
Second quarter	635,709.48	490,550.21	442,446.32	28,366.52	19,737.37	145,159.27	60,627.88	84,531.39
Third quarter	948,274.53	605,791.89	444,844.84	140,007.42	20,939.63	342,482.64	241,836.96	100,645.68
Fourth quarter	892,526.22	568,783.98	400,884.23	147,220.00	20,679.75	323,742.24	250,581.72	73,160.52
Wisconsin:								
Total, fiscal year 1936–37	6,089,241.30	5,423,841.13	4,225,556.53	910,976.11	287,308.49	665,400.17	665,400.17	
Total, fiscal year 1937–38	6,899,024.80	5,704,260.90	4,444,745.68	1,007,202.30	252,312.92	1,194,763.90	733,369.64	461,394.26
First quarter	1,677,868.67	1,401,507.35	1,077,007.50	260,611.15	63,888.70	276,361.32	164,771.25	111,590.07
Second quarter	1,688,320.23	1,410,543.46	1,110,165.75	240,037.43	60,340.28	277,776.77	173,636.62	104,140.15
Third quarter	1,724,227.13	1,389,741.65	1,095,623.58	232,150.10	61,967.97	334,485.48	212,656.78	121,828.70
Fourth quarter	1,808,608.77	1,502,468.44	1,161,948.85	274,403.62	66,115.97	306,140.33	182,304.99	123,835.34
Wyoming:								
Total, fiscal year 1936–37	473,884.77	454,082.98	340,931.35	79,411.66	33,739.97	19,801.79	19,801.79	
Total, fiscal year 1937–38	596,001.18	507,468.13	393,826.09	83,157.67	30,484.37	88,533.05	88,533.05	
First quarter	161,658.99	139,215.77	106,312.50	23,795.83	9,107.44	22,443.22	22,443.22	
Second quarter	146,687.32	126,827.05	98,754.34	20,475.33	7,597.38	19,860.27	19,860.27	
Third quarter	141,787.56	117,604.93	91,771.87	19,205.32	6,627.74	24,182.63	24,182.63	
Fourth quarter	145,867.31	123,820.38	96,987.38	19,681.19	7,151.81	22,046.93	22,046.93	

[1] Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation, which is not necessarily the period in which the certification is made. For this reason data in this table are not comparable to those in table A–4 reporting grants to the States on the basis of checks issued during a given period by the Treasury Department.

[2] These data are not comparable to those in the tables of appendix D showing the amount of obligations incurred for payments to recipients, which include payments from Federal, State, and local funds and exclude administrative expense.

[3] Advances certified by the Social Security Board for State employment service administration to meet the requirements of the unemployment compensation program; these data do not include Federal grants by the U. S. Employment Service under the Wagner-Peyser Act or State or local appropriations to the employment service. As of June 30, 1938, grants for employment service administration had been made to 28 States in which benefits were payable or were soon to become payable.

[4] Sufficient Federal funds were carried over from preceding quarters.

[5] No plan approved by the Social Security Board.

[6] Although Connecticut had an approved plan for aid to the blind, Federal funds have not been requested since July 1, 1936.

[7] Approved plan expired Dec. 31, 1937.

Table A–6.—Federal tax collections under titles VIII and IX of the Social Security Act, by internal revenue collection districts, for the fiscal years 1936–37 and 1937–38 and cumulative collections to June 30, 1938 [1]

Internal revenue collection districts in—	Collections in the fiscal year 1936–37			Collections in the fiscal year 1937–38			Cumulative collections to June 30, 1938		
	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]
All States	$256,181,188.05	$198,341,332.26	$57,839,855.79	$600,677,983.57	$510,550,641.58	$90,127,341.99	$856,859,171.62	$708,891,973.84	$147,967,197.78
Alabama	1,648,106.75	1,420,262.82	227,843.93	4,149,851.81	3,646,554.50	503,297.31	5,797,958.56	5,066,817.32	731,141.24
Arizona	412,738.18	366,770.36	45,967.82	988,449.21	898,559.12	89,890.09	1,401,187.39	1,265,329.48	135,857.91
Arkansas	885,598.13	508,764.25	376,833.88	1,669,166.67	1,373,307.02	295,859.65	2,554,764.80	1,882,071.27	672,693.53
California (2 districts)	13,310,042.44	11,423,002.69	1,887,039.75	34,706,807.20	30,970,530.35	3,736,276.85	48,016,849.64	42,393,533.04	5,623,316.60
Colorado	1,283,808.19	1,108,834.09	174,974.10	3,505,135.35	3,137,544.96	367,590.39	4,788,943.54	4,246,379.05	542,564.49
Connecticut	4,797,376.33	4,103,110.08	694,266.25	11,456,533.91	10,019,237.74	1,437,296.17	16,253,910.24	14,122,347.82	2,131,562.42
Delaware	1,598,730.51	1,129,815.69	468,914.82	3,407,912.17	2,840,297.18	567,614.99	5,006,642.68	3,970,112.87	1,036,529.81
Florida	2,360,944.61	1,397,995.17	962,949.44	4,027,882.72	3,288,257.37	739,625.35	6,388,827.33	4,686,252.54	1,702,574.79
Georgia	3,429,319.67	1,975,150.44	1,454,169.23	5,937,945.14	4,674,333.68	1,263,611.46	9,367,264.81	6,649,484.12	2,717,780.69
Hawaii	702,251.55	381,256.56	320,994.99	1,203,122.66	973,573.62	229,549.04	1,905,374.21	1,354,830.18	550,544.03
Idaho	391,548.28	340,522.76	51,025.52	1,063,077.62	964,175.26	98,902.36	1,454,625.90	1,304,698.02	149,927.88
Illinois (2 districts)	32,294,670.85	18,976,173.39	13,318,497.46	61,001,797.78	47,840,044.69	13,161,753.09	93,296,468.63	66,816,218.08	26,480,250.55
Indiana	4,151,905.87	3,632,604.16	519,301.71	10,020,858.35	8,927,073.85	1,093,784.50	14,172,764.22	12,559,678.01	1,613,086.21
Iowa	1,954,364.99	1,644,849.86	309,515.13	5,009,326.50	4,510,914.17	498,412.33	6,963,691.49	6,155,764.03	807,927.46
Kansas	1,740,464.95	932,897.73	807,567.22	3,192,072.20	2,429,970.29	762,101.91	4,932,537.15	3,362,868.02	1,569,669.13
Kentucky	1,822,226.03	1,449,167.72	373,058.31	4,573,347.72	3,884,284.47	689,063.25	6,395,573.75	5,333,452.19	1,062,121.56
Louisiana	1,591,879.67	1,366,447.04	225,432.63	4,152,059.44	3,687,590.59	464,468.85	5,743,939.11	5,054,037.63	689,901.48
Maine	889,814.15	785,731.57	104,082.58	2,342,022.85	2,099,183.46	242,839.39	3,231,837.00	2,884,915.03	346,921.97
Maryland (including District of Columbia)	4,170,696.15	3,421,795.87	748,900.28	10,357,106.41	8,813,300.97	1,543,805.44	14,527,802.56	12,235,096.84	2,292,705.72
Massachusetts	10,919,249.61	9,355,585.06	1,563,664.55	26,044,367.27	22,882,770.58	3,161,596.69	36,963,616.88	32,238,355.64	4,725,261.24
Michigan	14,114,441.61	12,352,586.28	1,761,855.33	36,955,636.22	33,022,964.43	3,932,671.79	51,070,077.83	45,375,550.71	5,694,527.12
Minnesota	3,702,531.72	2,789,669.39	912,862.33	8,999,469.52	7,615,678.81	1,383,790.71	12,702,001.24	10,405,348.20	2,296,653.04
Mississippi	479,329.79	426,452.85	52,876.94	1,356,138.45	1,233,200.90	122,937.55	1,835,468.24	1,659,653.75	175,814.49
Missouri (2 districts)	9,403,863.89	5,355,600.33	4,048,263.56	17,223,997.10	13,141,099.59	4,082,897.51	26,627,860.99	18,496,699.92	8,131,161.07
Montana	570,484.78	327,741.89	242,742.89	1,147,902.31	953,188.82	194,713.49	1,718,387.09	1,280,930.71	437,456.38
Nebraska	1,663,585.71	855,482.67	808,103.04	3,185,170.33	2,412,163.96	773,006.37	4,848,756.04	3,267,646.63	1,581,109.41
Nevada	409,784.40	286,590.18	123,194.22	697,550.85	586,004.53	111,546.32	1,107,335.25	872,594.71	234,740.54
New Hampshire	631,313.73	566,309.98	65,003.75	1,489,053.88	1,349,414.33	139,639.55	2,120,367.61	1,915,724.31	204,643.30
New Jersey (2 districts)	7,582,345.13	6,475,064.64	1,107,280.49	20,841,739.13	18,508,184.73	2,333,554.40	28,424,084.26	24,983,249.37	3,440,834.89

See footnotes at end of table.

Table A–6.—Federal tax collections under titles VIII and IX of the Social Security Act, by internal revenue collection districts, for the fiscal years 1936–37 and 1937–38 and cumulative collections to June 30, 1938 [1]—Continued

Internal revenue collection districts in—	Collections in the fiscal year 1936–37			Collections in the fiscal year 1937–38			Cumulative collections to June 30, 1938		
	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]	Total, titles VIII and IX	Under title VIII [2]	Under title IX [3]
New Mexico	$215,331.83	$196,561.93	$18,769.90	$591,473.65	$547,400.61	$44,073.04	$806,805.48	$743,962.54	$62,842.94
New York (6 districts)	56,470,825.15	43,216,126.71	13,254,698.44	136,414,318.04	109,763,007.15	26,651,310.89	192,885,143.19	152,979,133.86	39,906,009.33
North Carolina	2,649,571.14	2,281,172.35	368,398.79	6,599,357.76	5,856,762.51	742,595.25	9,248,928.90	8,137,934.86	1,110,994.04
North Dakota	276,345.53	166,463.70	109,881.83	508,876.83	445,603.31	63,273.52	785,222.36	612,067.01	173,155.35
Ohio (4 districts)	16,615,483.08	14,362,029.28	2,253,453.80	39,975,045.94	35,265,038.42	4,710,007.52	56,590,529.02	49,627,067.70	6,963,461.32
Oklahoma	2,157,316.18	1,783,716.86	373,599.32	5,643,550.21	5,049,012.64	594,537.57	7,800,866.39	6,832,729.50	968,136.89
Oregon	1,402,585.25	1,194,038.93	208,546.32	3,697,557.68	3,304,231.70	393,325.98	5,100,142.93	4,498,270.63	601,872.30
Pennsylvania (3 districts)	23,455,249.57	20,407,203.58	3,048,045.99	57,629,115.88	51,119,741.44	6,509,374.44	81,084,365.45	71,526,945.02	9,557,420.43
Rhode Island	1,722,902.98	1,474,549.14	248,353.84	3,871,372.98	3,838,165.30	33,207.68	5,594,275.96	5,312,714.44	281,561.52
South Carolina	1,046,594.22	933,269.49	113,324.73	2,760,936.07	2,574,433.36	186,502.71	3,807,530.29	3,507,702.85	299,827.44
South Dakota	218,279.33	192,848.25	25,431.08	550,906.37	542,314.07	8,592.30	769,185.70	735,162.32	34,023.38
Tennessee	2,103,456.63	1,770,402.91	333,053.72	5,219,595.45	4,552,808.28	666,787.17	7,323,052.08	6,323,211.19	999,840.89
Texas (2 districts)	4,878,786.43	4,272,951.18	605,835.25	13,830,457.20	12,370,476.87	1,459,980.33	18,709,243.63	16,643,428.05	2,065,815.58
Utah	543,031.60	462,955.89	80,075.71	1,362,680.89	1,230,357.30	132,323.59	1,905,712.49	1,693,313.19	212,399.30
Vermont	385,151.03	337,595.78	47,555.25	955,332.10	849,650.20	105,681.90	1,340,483.13	1,187,245.98	153,237.15
Virginia	2,149,938.16	1,754,382.90	395,555.26	5,461,631.18	4,753,851.07	707,780.11	7,611,569.34	6,508,233.97	1,103,335.37
Washington (including Alaska)	3,856,594.16	2,105,545.69	1,751,048.47	7,354,615.26	6,015,338.13	1,339,277.13	11,211,209.42	8,120,883.82	3,090,325.60
West Virginia	2,049,879.73	1,830,008.07	219,871.66	5,107,488.26	4,583,606.78	523,881.48	7,157,367.99	6,413,614.85	743,753.14
Wisconsin	4,776,963.44	4,267,309.59	509,653.85	11,874,254.36	10,730,584.14	1,143,670.22	16,651,217.80	14,997,893.73	1,653,324.07
Wyoming	293,484.94	175,964.51	117,520.43	563,916.69	474,854.33	89,062.36	857,401.63	650,818.84	206,582.79

[1] These data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department. The amounts listed in this table represent collections made in the internal revenue collection districts which have been covered into the U. S. Treasury. An amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

[2] "Taxes with respect to employment." Effective Jan. 1, 1937, based on wages for employment as defined in sec. 811 of the Social Security Act, payable by both employer and employee.

[3] "Tax on employers of 8 or more." Effective Jan. 1, 1936, based on wages for employment as defined in sec. 907 of the Social Security Act, payable by employers only. The sums here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds in States having unemployment compensation laws certified for the taxable year by the Social Security Board. During part of the period to which these figures apply, employers were not able to claim these credits in some States whose unemployment compensation laws had not yet been certified by the Social Security Board.

SOURCE: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

Table A–7.—Unemployment trust fund: Amounts of contributions deposited, interest credited, withdrawals, and balances in the fund, by States, for the fiscal years 1936–37 and 1937–38

State	Contributions first collectible on pay rolls for [1]—	Fiscal year 1936–37					Fiscal year 1937–38			
		Balance as of June 30, 1936	Contributions deposited	Interest credited	Withdrawals	Balance as of June 30, 1937	Contributions deposited [2]	Interest credited	Withdrawals [2]	Balance as of June 30, 1938 [2]
Total		$18,949,421.44	$292,915,958.16	$2,737,181.92	$1,000,000.00	$313,602,561.52	$748,813,895.53	$15,172,022.11	$195,720,000.00	$881,868,479.16
Alabama	1936		4,888,360.65	23,392.47		4,911,753.12	6,627,909.79	184,428.43	4,250,000.00	7,474,091.34
Alaska	1937						498,958.23	3,623.36		502,581.59
Arizona	1936		925,857.13	4,927.52		930,784.65	1,815,356.24	39,169.71	1,200,000.00	1,585,310.60
Arkansas	1937						3,575,206.47	40,550.14		3,615,756.61
California	1936		27,666,400.00	242,944.34		27,909,344.34	63,495,000.00	1,470,081.18	12,200,000.00	80,674,425.52
Colorado	1936		2,295,233.60	14,709.81		2,309,943.41	4,035,587.42	109,492.72		6,455,023.55
Connecticut	1936		8,400,000.00	46,814.60		8,446,814.60	12,153,000.00	308,356.68	8,250,000.00	12,658,171.28
Delaware	1937						2,801,683.16	21,716.99		2,823,400.15
District of Columbia	1936	603,872.42	2,878,799.98	45,375.37		3,528,047.77	5,177,939.64	141,647.08	825,000.00	8,022,634.49
Florida	1937						6,995,820.77	57,707.18		7,053,527.95
Georgia	1937						10,767,192.82	91,905.17		10,859,097.99
Hawaii	1937						2,148,537.76	16,078.28		2,164,616.04
Idaho	1936		898,520.56	5,489.91		904,010.47	1,596,933.38	44,153.01		2,545,096.86
Illinois	1937						84,314,013.81	464,422.54		84,778,436.35
Indiana	1936	855,560.45	13,060,144.51	142,747.93		14,058,452.89	15,135,803.50	544,966.71	2,500,000.00	27,239,223.10
Iowa	1936		2,750,000.00	6,610.16		2,756,610.16	7,000,000.00	163,112.59		9,919,722.75
Kansas	1937						7,122,280.08	78,795.43		7,201,075.51
Kentucky	1936		2,500,000.00	10,459.81		2,510,459.81	10,682,000.00	219,047.99		13,411,507.80
Louisiana	1936		3,800,000.00	24,169.43		3,824,169.43	7,475,000.00	176,949.09	1,750,000.00	9,726,118.52
Maine	1936		1,850,000.00	10,889.88		1,860,889.88	3,050,000.00	72,428.21	2,700,000.00	2,283,318.09
Maryland	1936		3,000,000.00	16,919.51		3,016,919.51	9,800,000.00	181,963.59	6,300,000.00	6,698,883.10
Massachusetts	1936		18,700,000.00	169,145.19		18,869,145.19	39,300,000.00	888,931.07	15,000,000.00	44,058,076.26
Michigan	1936		13,040,000.00	91,614.88		13,131,614.88	47,986,260.15	915,648.11		62,033,523.14
Minnesota	1936		4,700,000.00	29,730.48		4,729,730.48	11,700,000.00	231,688.86	5,500,000.00	11,161,419.34
Mississippi	1936		1,134,382.09	12,200.04		1,146,582.13	2,107,596.67	53,114.26	650,000.00	2,657,293.06
Missouri	1937						24,094,668.20	148,029.36		24,242,697.56
Montana	1937						3,050,697.20	33,037.21		3,083,734.41
Nebraska	1937						4,801,135.90	37,823.51		4,838,959.41
Nevada	1937						1,028,946.31	12,084.56		1,041,030.87
New Hampshire	1936		2,282,616.84	17,521.71		2,300,138.55	3,054,871.43	86,463.48	2,070,000.00	3,371,473.46

See footnotes at end of table.

Table A–7.—Unemployment trust fund: Amounts of contributions deposited, interest credited, withdrawals, and balances in the fund, by States, for the fiscal years 1936–37 and 1937–38—Continued

State	Contributions first collectible on pay rolls for [1]—	Fiscal year 1936–37					Fiscal year 1937–38			
		Balance as of June 30, 1936	Contributions deposited	Interest credited	Withdrawals	Balance as of June 30, 1937	Contributions deposited [2]	Interest credited	Withdrawals [3]	Balance as of June 30, 1938 [2]
New Jersey	1936		$16,550,000.00	$85,414.88		$16,635,414.88	$27,176,000.00	$722,521.95		$44,533,936.83
New Mexico	1936		650,000.00	4,159.04		654,159.04	975,000.00	28,701.88		1,657,860.92
New York	1936	$6,007,838.09	50,000,000.00	655,336.55		56,663,174.64	90,800,000.00	2,184,506.42	$50,000,000.00	99,647,681.06
North Carolina	1936		5,520,000.00	32,855.72		5,552,855.72	8,255,000.00	206,067.64	5,575,000.00	8,438,923.36
North Dakota	1937						1,263,116.11	13,135.64		1,276,251.75
Ohio	1936		17,002,015.39	117,807.07		17,119,822.46	52,102,364.27	1,173,458.70		70,395,645.43
Oklahoma	1936		3,505,000.00	22,980.14		3,527,980.14	6,080,000.00	156,611.72		9,764,591.86
Oregon	1936		3,311,887.48	39,409.16		3,351,296.64	5,184,881.46	119,389.84	4,000,000.00	4,655,567.94
Pennsylvania	1936		37,780,000.00	224,190.67		38,004,190.67	65,522,000.00	1,527,735.83	38,500,000.00	66,553,926.50
Rhode Island	1936		4,467,827.46	37,769.97		4,505,597.43	7,207,179.25	155,046.86	6,800,000.00	5,067,823.54
South Carolina	1936		2,500,000.00	17,695.89		2,517,695.89	3,525,000.00	103,101.08		6,145,796.97
South Dakota	1936		470,000.00	3,367.73		473,367.73	870,000.00	23,672.77		1,367,040.50
Tennessee	1936		3,800,000.00	18,051.16		3,818,051.16	6,620,000.00	158,400.99	3,500,000.00	7,096,452.15
Texas	1936		10,585,000.00	73,749.45		10,658,749.45	18,810,000.00	462,744.10	4,200,000.00	25,731,493.55
Utah	1936		1,113,367.70	9,229.72		1,122,597.42	2,190,000.00	48,291.01	1,725,000.00	1,635,888.43
Vermont	1936		656,342.98	4,301.82		660,644.80	1,273,729.43	29,270.81	575,000.00	1,388,645.04
Virginia	1936		4,300,000.00	21,153.45		4,321,153.45	7,475,000.00	183,336.92	2,950,000.00	9,029,490.37
Washington	1937						12,975,602.61	134,744.43		13,110,347.04
West Virginia	1936		3,589,467.76	22,754.62		3,612,222.38	10,078,000.00	176,815.21	8,600,000.00	5,267,037.59
Wisconsin	1934	11,482,150.48	12,344,734.03	431,291.84	$1,000,000.00	23,258,176.35	15,406,155.72	709,282.27	6,100,000.00	33,273,614.34
Wyoming	1937						1,632,467.75	17,769.54		1,650,237.29

[1] Contributions payable under State unemployment compensation laws. Contributions from employers are collectible in all States; in addition, the following States required employee contributions on wages earned: Alabama, California, Kentucky, Louisiana, Massachusetts, New Jersey, Rhode Island.

[2] Includes $40,561,886.43 credited by the U. S. Treasury to the unemployment trust funds of 13 States and 2 Territories which had no unemployment compensation law in 1936 but which enacted in 1937 an approved unemployment compensation law. The amounts credited to State unemployment funds, with respect to employment in such States or Territories, during the calendar year 1936, were as follows: Alaska, $110,479.64; Arkansas, $699,581.18; Delaware, $676,683.16; Florida, $1,595,820.77: Georgia, $2,467,192.82; Hawaii, $449,022.95; Illinois, $20,814,013.81; Kansas, $1,689,044.96; Missouri, $6,394,668.20; Montana, $650,697.20; Nebraska, $1,330,835.90; Nevada, $177,659.37; North Dakota, $238,116.11; Washington, $2,925,602.61; Wyoming, $342,467.75.

[3] Represents withdrawals since Jan. 1, 1938, except in the case of Wisconsin, which had withdrawn $2,250,000 previous to that date.

SOURCE: Computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

Table A–8.—Old-age reserve account: Financial operations in connection with the account, by months, January 1937–June 1938

Month	Appropriation balance on first of month [1]	Transfers from appropriation to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for lump-sum payments to beneficiaries	Lump-sum payments to beneficiaries	Cash with disbursing officer at end of month
Fiscal year 1936–37:							
January	$265,000,000.00	$45,000,000		$45,000,000		$0.00	$0.00
February	220,000,000.00	45,100,000		45,000,000	$100,000.00	0	100,000.00
March	174,900,000.00	45,000,000		45,000,000		0	100,000.00
April	129,900,000.00	45,000,000		45,000,000		229.79	99,770.21
May	84,900,000.00	45,000,000		45,000,000		7,065.20	92,705.01
June	39,900,000.00	39,900,000	[2] $2,261,810.97	42,100,000		19,674.36	73,030.65
Fiscal year 1937–38:							
July	500,000,000.00	42,000,000	([2])	41,000,000	[2] 1,061,810.97	46,357.05	1,088,484.57
August	458,000,000.00	41,000,000		41,000,000		108,080.84	980,403.73
September	417,000,000.00	41,000,000		41,000,000		99,472.23	880,931.50
October	376,000,000.00	41,000,000		41,000,000		169,348.62	711,582.88
November	335,000,000.00	41,000,000		41,000,000		263,972.69	447,610.19
December	294,000,000.00	43,000,000		41,000,000	2,000,000.00	302,274.87	2,145,335.32
January	251,000,000.00	41,000,000		41,000,000		581,004.99	1,564,330.33
February	210,000,000.00	41,000,000		41,000,000		602,215.64	962,114.69
March	169,000,000.00	43,000,000		41,000,000	2,000,000.00	736,132.95	2,225,981.74
April	126,000,000.00	10,800,000		10,800,000	[3] −23.35	841,022.47	1,384,935.92
May	115,200,023.35	2,200,000		0	[3] 2,199,921.36	823,297.05	2,761,560.23
June	113,000,101.99	0	15,412,232.89	15,400,000	[3] −56.56	830,883.47	1,930,620.20
Cumulative to June 30, 1938	113,012,391.44	652,000,000	17,674,043.86	662,300,000	7,361,652.42	5,431,032.22	1,930,620.20

[1] On the books of the Bookkeeping and Warrants Division of the Treasury Department. $265,000,000 appropriated to old-age reserve account for fiscal year 1936–37, and $500,000,000 for fiscal year 1937–38. See footnote 3 for explanation of additions to appropriation.

[2] $61,810.97 of the interest earned during the first 6 months was held as an appropriation balance until July 1937, at which time it was transferred to the disbursing officer.

[3] Collections of improper payments made to claimants have been deducted and transferred to the appropriation.

SOURCE: Computed from data furnished by Daily Treasury Statements.

· B ·

OLD-AGE INSURANCE

The Federal Old-Age Benefits Schedule of the Social Security Act

Beginning January 1, 1942, every worker 65 years of age and over who has been engaged in included employment after 1936 will be entitled to receive monthly old-age benefits from the Federal Government upon retirement from regular employment if the total of his wages from such employment after December 31, 1936, and before he reaches age 65, was not less than $2,000 and if such wages were for employment in any part of a day in at least 5 different calendar years after December 31, 1936, and before age 65. "Wages" does not include any amount in excess of $3,000 paid the individual by an employer with respect to employment performed during a calendar year. The amount of monthly benefit to which an eligible individual is entitled is computed as follows: one-half of 1 percent of the first $3,000 of total wages from covered employment performed after December 31, 1936, and before the individual attained the age of 65, plus one-twelfth of 1 percent of the next $42,000 of his total wages, plus one twenty-fourth of 1 percent of any amount by which his total wages exceed $45,000. The maximum monthly benefit is set at $85, the minimum at $10. If a worker dies after he has become eligible for Federal monthly benefits, any difference which may remain after the total of the monthly benefits which he has received is subtracted from 3½ percent of his total wages will be paid to his estate.

Beginning January 1, 1937, two types of lump-sum payments became due, and since that time claims have been received and paid. These two are payments to the estates of deceased employees and lump-sum benefits paid at age 65. Each is computed as 3½ percent of wages received in included employment after December 31, 1936, and before the age of 65.

Table B–1 illustrates the amounts of monthly and lump-sum benefits payable in relation to total "wages."

Table B–1.—Old-age insurance: Illustrative Federal old-age insurance payments in the form of monthly benefits [1] or lump-sum payments [2] in relation to total wages [3]

Total wages [3]	Percent of total wages payable as monthly benefit			Total amount of monthly benefit [1]	Lump-sum payment [2] (3½ percent of total wages)
	½ of 1 percent of the first $3,000	1/12 of 1 percent of next $42,000	1/24 of 1 percent of all over $45,000		
$2,000	$10.00			$10.00	$70.00
$2,500	12.50			12.50	87.50
$3,000	15.00			15.00	105.00
$3,500	15.00	$0.42		15.42	122.50
$4,000	15.00	.83		15.83	140.00
$4,500	15.00	1.25		16.25	157.50
$5,000	15.00	1.67		16.67	175.00
$10,000	15.00	5.83		20.83	350.00
$15,000	15.00	10.00		25.00	525.00
$20,000	15.00	14.17		29.17	700.00
$25,000	15.00	18.33		33.33	875.00
$30,000	15.00	22.50		37.50	1,050.00
$35,000	15.00	26.67		41.67	1,225.00
$40,000	15.00	30.83		45.83	1,400.00
$45,000	15.00	35.00		50.00	1,575.00
$50,000	15.00	35.00	$2.08	52.08	1,750.00
$60,000	15.00	35.00	6.25	56.25	2,100.00
$70,000	15.00	35.00	10.42	60.42	2,450.00
$80,000	15.00	35.00	14.58	64.58	2,800.00
$90,000	15.00	35.00	18.75	68.75	3,150.00
$100,000	15.00	35.00	22.92	72.92	3,500.00
$110,000	15.00	35.00	27.08	77.08	3,850.00
$120,000	15.00	35.00	31.25	81.25	4,200.00
$129,000	15.00	35.00	35.00	[4] 85.00	[5] 4,515.00

[1] Monthly benefits will be payable, beginning Jan. 1, 1942, to workers at age 65 or over who (1) have been engaged in employments covered by title II of the Social Security Act, (2) have retired from regular employment, and (3) have received total wages, as defined in the act, amounting to not less than $2,000 for employment in any part of a day in at least 5 different calendar years after Dec. 31, 1936, and before reaching age 65.

[2] Lump-sum payments are made, beginning Jan. 1, 1937, (1) to workers at age 65 who have been engaged in employments covered by title II of the Social Security Act if their total wages from covered employment after Dec. 31, 1936, and before reaching age 65 amount to less than $2,000 or if their total wages have not been received for work in covered employment in at least 5 different calendar years; and (2) to the estates of workers who die before receiving the benefits to which their total wages entitle them.

[3] Not counting that portion of wages in excess of $3,000 a year from any 1 employer.

[4] Maximum monthly benefit.

[5] No maximum is set for lump-sum payments.

Field Offices, by Regions and by States, as of June 30, 1938

REGION I:

CONNECTICUT:
- Bridgeport
- Hartford
- New Haven
- New London [1]
- Waterbury
- Willimantic [1]

MAINE:
- Augusta [1]
- Bangor
- Portland

MASSACHUSETTS:
- Boston (2)
- Brockton [1]
- Cambridge
- Fall River
- Fitchburg [1]
- Lawrence [1]
- Lowell
- Lynn
- New Bedford
- Pittsfield
- Springfield
- Worcester

NEW HAMPSHIRE:
- Berlin [1]
- Concord
- Manchester
- Portsmouth

RHODE ISLAND:
- Pawtucket
- Providence
- Woonsocket

VERMONT:
- Burlington
- Montpelier [1]
- Rutland [1]

REGION II:

NEW YORK:
- Albany
- Binghamton
- Buffalo
- Elmira [1]
- Jamestown
- Kingston
- Newburgh [1]
- New York (3)
- New York (Brooklyn)
- New York (Harlem) [1]
- New York (Jamaica) [1]
- New York (Long Island City) [1]
- Niagara Falls [1]
- Ogdensburg [1]
- Rochester
- Schenectady
- Syracuse
- Utica
- Yonkers [1]

REGION III:

DELAWARE:
- Wilmington

NEW JERSEY:
- Atlantic City [1]
- Bayonne [1]
- Camden
- Elizabeth
- Jersey City [1]
- Newark
- Passaic [1]
- Paterson
- Perth Amboy
- Trenton

PENNSYLVANIA:
- Allentown [1]
- Altoona
- Chester [1]
- Erie
- Harrisburg
- Hazleton
- Johnstown [1]
- Lancaster [1]
- New Castle [1]
- Oil City [1]
- Philadelphia
- Pittsburgh
- Reading
- Scranton
- Uniontown [1]
- Wilkes Barre [1]
- Williamsport [1]
- York [1]

REGION IV:

MARYLAND:
- Baltimore
- Cumberland
- Hagerstown
- Salisbury

NORTH CAROLINA:
- Asheville
- Charlotte
- Greensboro
- Raleigh
- Rocky Mount
- Salisbury
- Wilmington [1]
- Winston-Salem

VIRGINIA:
- Bristol [1]
- Lynchburg [1]
- Norfolk [1]
- Richmond
- Roanoke
- Staunton [1]

DISTRICT OF COLUMBIA:
- Washington

WEST VIRGINIA:
- Charleston
- Clarksburg [1]
- Huntington [1]
- Martinsburg [1]
- Parkersburg [1]
- Wheeling

[1] Opened during fiscal year 1937–38.

REGION V:

KENTUCKY:
- Ashland
- Bowling Green [1]
- Covington [1]
- Frankfort [1]
- Lexington [1]
- Louisville
- Middlesboro [1]
- Owensboro [1]
- Paducah [1]

MICHIGAN:
- Detroit
- Flint [1]
- Grand Rapids
- Jackson [1]
- Kalamazoo [1]
- Lansing [1]
- Marquette
- Pontiac [1]
- Saginaw [1]
- Traverse City [1]

OHIO:
- Akron
- Ashtabula
- Canton [1]
- Cincinnati
- Cleveland
- Columbus
- Dayton [1]
- Hamilton [1]
- Lima
- Lorain
- Mansfield
- Portsmouth [1]
- Springfield [1]
- Toledo
- Youngstown [1]
- Zanesville [1]

REGION VI:

ILLINOIS:
- Chicago
- Danville [1]
- East St. Louis
- Harrisburg [1]
- Joliet [1]
- Mt. Vernon [1]
- Peoria
- Quincy [1]
- Rockford [1]

ILLINOIS—Continued
- Rock Island [1]
- Springfield
- Waukegan [1]

INDIANA:
- Evansville
- Fort Wayne
- Gary [1]
- Indianapolis
- Kokomo [1]
- La Fayette [1]
- Muncie [1]
- New Albany [1]
- Richmond [1]
- South Bend
- Terre Haute

WISCONSIN:
- Eau Claire
- Fond du Lac
- Green Bay
- La Crosse [1]
- Madison
- Milwaukee
- Racine
- Wausau [1]

REGION VII:

ALABAMA:
- Anniston [1]
- Birmingham
- Decatur [1]
- Dothan [1]
- Gadsden [1]
- Mobile
- Montgomery
- Tuscaloosa [1]

FLORIDA:
- Jacksonville
- Miami [1]
- Orlando [1]
- Pensacola [1]
- Tallahassee [1]
- Tampa

GEORGIA:
- Albany
- Athens [1]
- Atlanta
- Augusta [1]
- Columbus [1]
- Macon

GEORGIA—Continued.
- Savannah
- Waycross [1]

MISSISSIPPI:
- Columbus [1]
- Greenwood [1]
- Hattiesburg
- Jackson
- Meridian
- Vicksburg

SOUTH CAROLINA:
- Charleston
- Columbia
- Florence [1]
- Greenville [1]
- Greenwood [1]
- Rock Hill [1]
- Spartanburg

TENNESSEE:
- Chattanooga
- Columbia [1]
- Dyersburg [1]
- Jackson [1]
- Knoxville
- Memphis
- Nashville

REGION VIII:

IOWA:
- Davenport [1]
- Des Moines
- Sioux City [1]

MINNESOTA:
- Albert Lea [1]
- Duluth
- Minneapolis
- St. Cloud [1]
- St. Paul

NEBRASKA:
- Lincoln
- North Platte [1]
- Omaha

NORTH DAKOTA:
- Fargo
- Grand Forks [1]
- Minot

SOUTH DAKOTA:
- Aberdeen
- Rapid City [1]
- Sioux Falls

[1] Opened during fiscal year 1937-38.

REGION IX:

ARKANSAS:
- Fort Smith
- Jonesboro [1]
- Little Rock
- Pine Bluff [1]
- Texarkana

KANSAS:
- Dodge City
- Kansas City [1]
- Salina
- Topeka
- Wichita

MISSOURI:
- Cape Girardeau [1]
- Hannibal [1]
- Jefferson City [1]
- Kansas City
- St. Joseph
- St. Louis
- St. Louis (Clayton) [1]
- Springfield

OKLAHOMA:
- Ardmore [1]
- Clinton [1]
- Muskogee [1]
- Oklahoma City
- Tulsa

REGION X:

LOUISIANA:
- Alexandria [1]
- Baton Rouge [1]
- Monroe
- New Orleans
- Shreveport

NEW MEXICO:
- Albuquerque

TEXAS:
- Amarillo [1]
- Austin
- Beaumont
- Brownsville [1]
- Dallas
- El Paso
- Fort Worth [1]
- Houston
- San Angelo [1]
- San Antonio
- Tyler
- Wichita Falls [1]

REGION XI:

ARIZONA:
- Flagstaff [1]
- Phoenix
- Tucson [1]

COLORADO:
- Denver
- Grand Junction [1]
- Pueblo

IDAHO:
- Boise
- Pocatello [1]

MONTANA:
- Billings [1]
- Butte [1]
- Havre [1]
- Helena

UTAH:
- Ogden [1]
- Salt Lake City

WYOMING:
- Casper [1]
- Cheyenne
- Sheridan [1]

REGION XII:

CALIFORNIA:
- Eureka
- Fresno
- Long Beach [1]
- Los Angeles
- Oakland
- Pasadena [1]
- Sacramento
- San Bernardino [1]
- San Diego
- San Francisco
- Santa Barbara [1]

IDAHO:
- Lewiston [1]

NEVADA:
- Las Vegas [1]
- Reno

OREGON:
- Eugene
- Klamath Falls
- La Grande [1]
- Portland
- Salem [1]

WASHINGTON:
- Olympia [1]
- Seattle
- Spokane
- Tacoma
- Yakima [1]

TERRITORIAL OFFICES:

ALASKA:
- Juneau

HAWAII:
- Honolulu

[1] Opened during fiscal year 1937–38.

Employee Account Numbers

Table B–2.—Old-age insurance: Employee account numbers issued [1] and percentage distribution of total, by States, cumulative through June 30, 1938

State	Employee account numbers issued [1]		State	Employee account numbers issued [1]	
	Cumulative number	Percent of total		Cumulative number	Percent of total
Total	39,565,157	100.00			
Alabama	543,906	1.37	Missouri	1,067,098	2.70
Alaska	18,059	.05	Montana	147,926	.37
Arizona	141,470	.36	Nebraska	269,497	.68
Arkansas	269,486	.68	Nevada	37,923	.10
California	2,511,123	6.35	New Hampshire	170,253	.43
Colorado	305,055	.77	New Jersey	1,462,233	3.70
Connecticut	655,519	1.66	New Mexico	94,046	.24
Delaware	89,175	.22	New York	5,446,157	13.76
District of Columbia	249,988	.63	North Carolina	785,680	1.99
Florida	562,385	1.42	North Dakota	90,311	.23
Georgia	688,631	1.74	Ohio	2,372,811	6.00
Hawaii	125,569	.32	Oklahoma	539,963	1.36
Idaho	128,162	.32	Oregon	328,073	.83
Illinois	2,795,354	7.06	Pennsylvania	3,423,067	8.65
Indiana	1,059,831	2.68	Rhode Island	283,353	.72
Iowa	502,672	1.27	South Carolina	412,320	1.04
Kansas	406,107	1.03	South Dakota	103,749	.26
Kentucky	593,581	1.50	Tennessee	632,215	1.60
Louisiana	528,491	1.34	Texas	1,620,633	4.10
Maine	265,166	.67	Utah	146,778	.37
Maryland	559,443	1.41	Vermont	92,752	.23
Massachusetts	1,652,337	4.18	Virginia	601,253	1.52
Michigan	1,847,947	4.67	Washington	553,236	1.40
Minnesota	681,157	1.72	West Virginia	535,178	1.35
Mississippi	294,338	.74	Wisconsin	810,180	2.05
			Wyoming	63,520	.16

[1] Account numbers issued represent the cumulative total of applications received in Baltimore after correction for known duplications and for voided items caused chiefly by spoilage of serially numbered cards.

Table B–3.—Old-age insurance: Distribution of applicants for account numbers by age,[1] sex, and color, from a 10-percent random sample of employee account numbers issued in the United States prior to Jan. 1, 1938 [2]

[Corrected to Oct. 31, 1938]

Age group (years)	Total	Male				Female			
		Total	White	Negro	Other	Total	White	Negro	Other
	Number of applicants								
Total	3,613,022	2,624,783	2,359,698	224,693	40,392	988,239	927,779	50,120	10,340
Percent of total	*100.0*	*72.6*	*65.3*	*6.2*	*1.1*	*27.4*	*25.7*	*1.4*	*0.3*
Under 15	7,417	6,348	5,610	668	70	1,069	916	126	27
15–19	334,871	202,220	184,438	16,070	1,712	132,651	127,516	4,191	944
20–24	657,597	417,292	377,306	37,066	2,920	240,305	230,323	8,906	1,076
25–29	569,138	393,201	352,256	37,282	3,683	175,937	165,761	9,614	562
30–34	466,378	342,966	308,013	31,937	3,016	123,412	115,229	7,759	424
35–39	392,278	296,260	264,173	29,617	2,470	96,018	88,471	7,085	462
40–44	333,273	259,828	236,367	21,923	1,538	73,445	68,589	4,533	323
45–49	282,054	226,872	208,888	16,724	1,260	55,182	51,926	3,034	222
50–54	214,490	179,003	166,346	11,740	917	35,487	33,527	1,840	120
55–59	151,995	129,240	120,242	8,363	635	22,755	21,538	1,146	71
60–64	95,767	83,292	78,305	4,628	359	12,475	11,789	661	25
65 and over	40,023	35,718	33,192	2,389	137	4,305	3,885	408	12
Unknown	67,741	52,543	24,562	6,306	21,675	15,198	8,309	817	6,072
	Percentage distribution of applicants by age								
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 15	.2	.2	.2	.3	.2	.1	.1	.2	.3
15–19	9.3	7.7	7.8	7.1	4.2	13.4	13.8	8.4	9.1
20–24	18.2	15.9	16.0	16.5	7.2	24.3	24.8	17.8	10.4
25–29	15.8	15.0	14.9	16.6	9.1	17.8	17.9	19.2	5.4
30–34	12.9	13.1	13.1	14.2	7.5	12.5	12.4	15.5	4.1
35–39	10.9	11.3	11.2	13.2	6.1	9.7	9.5	14.1	4.5
40–44	9.2	9.9	10.0	9.8	3.8	7.4	7.4	9.0	3.1
45–49	7.8	8.6	8.9	7.4	3.1	5.6	5.6	6.1	2.2
50–54	5.9	6.8	7.1	5.2	2.3	3.6	3.6	3.7	1.2
55–59	4.2	4.9	5.1	3.7	1.6	2.3	2.3	2.3	.7
60–64	2.6	3.2	3.3	2.1	.9	1.3	1.3	1.3	.2
65 and over	1.1	1.4	1.4	1.1	.3	.4	.4	.8	.1
Unknown	1.9	2.0	1.0	2.8	53.7	1.6	.9	1.6	58.7

[1] Age at birthday nearest July 1, 1937.

[2] From a 10-percent random sample of the applications for the account numbers issued and placed in the alphabetical file of actuarial cards by Dec. 31, 1937. This number includes the applications for 3,613,022 of the 36,688,338 account numbers issued as of that date.

Table B–4.—Old-age insurance: Percentage distribution by age groups of the gainful workers enumerated in the 1930 census, of applicants for employee account numbers included in an 11-million sample [1] and in a 10-percent sample,[2] and of applicants, January–June 1938 [3]

[Corrected to Oct. 31, 1938]

Age group (years)	Gainful workers in 1930 census	Applicants for employee account numbers		
		11-million sample [1]	10-percent sample [2]	January–June 1938 [3]
	Total			
Total	100.0	100.0	100.0	100.0
Under 20	10.1	4.2	9.8	19.5
20–24	15.3	17.4	18.8	20.3
25–34	25.4	32.5	29.5	24.2
35–44	22.5	23.1	20.7	16.6
45–54	16.8	15.4	14.2	12.2
55–64	9.9	7.4	7.0	7.2
	Male			
Total	100.0	100.0	100.0	100.0
Under 20	8.4	3.3	8.2	18.5
20–24	13.3	14.3	16.5	18.9
25–34	25.4	31.5	29.0	23.1
35–44	23.8	24.6	21.9	16.9
45–54	18.2	17.5	16.0	13.8
55–64	10.9	8.8	8.4	8.8
	Female			
Total	100.0	100.0	100.0	100.0
Under 20	15.9	6.8	13.8	21.3
20–24	22.4	25.8	24.8	22.9
25–34	25.3	35.3	30.9	26.4
35–44	18.1	18.7	17.5	16.1
45–54	12.1	9.8	9.4	9.3
55–64	6.2	3.6	3.6	4.0

[1] From a count of about 11.5 million early applications for account numbers selected to give each of the 48 States and the District of Columbia a proportionate representation equal to at least 40 percent of the total applications received from each jurisdiction. See *Social Security Bulletin*, Vol. 1, No. 4 (April 1938), pp. 67–81, for more detailed data, by regions and by States.

[2] From a 10-percent random sample of the applications for account numbers issued and placed in the alphabetical file of actuarial cards by Dec. 31, 1937. This number includes 3,613,022 of the 36,688,338 applications issued as of that date.

[3] From an analysis of applications for account numbers received from Jan. 1 to June 30, 1938, and placed in a supplementary alphabetical file of actuarial cards by June 30, 1938.

Table B–5.—Old-age insurance: Percentage distribution [1] by sex and color of the gainful workers enumerated in the 1930 census, of applicants for employee account numbers included in an 11-million sample [2] and in a 10-percent sample,[3] and of applicants, January-June 1938 [4]

[Corrected to Oct. 31, 1938]

Sex and color	Gainful workers in 1930 census	Applicants for employee account numbers		
		11-million sample [2]	10-percent sample [3]	January-June 1938 [4]
Sex, total	100.0	100.0	100.0	100.0
Male	78.0	73.1	72.4	66.0
Female	22.0	26.9	27.6	34.0
Color, total	100.0	100.0	100.0	100.0
White	87.3	[5] 94.5	[5] 91.8	[5] 85.1
Negro	11.2	5.1	7.6	13.9
Other	[5] 1.5	.4	.6	1.0

[1] Includes only persons of known age and under 65.

[2] From a count of about 11.5 million early applications for account numbers selected to give each of the 48 States and the District of Columbia a proportionate representation equal to at least 40 percent of the total applications received from each jurisdiction. See *Social Security Bulletin*, Vol. 1, No. 4 (April 1938), pp. 67–81, for more detailed data, by regions and by States.

[3] From a 10-percent random sample of the applications for account numbers issued and placed in the alphabetical file of actuarial cards by Dec. 31, 1937. This number includes 3,613,022 of the 36,688,338 applications issued as of that date.

[4] From an analysis of applications for account numbers received from Jan. 1 to June 30, 1938, and placed in a supplementary alphabetical file of actuarial cards by June 30, 1938.

[5] Includes Mexicans.

Wage Records

Table B–6.—Old-age insurance: Number of employer returns [1] and number and amount of employee wage items [2] received by the Social Security Board,[3] by reporting periods, January–December 1937

Item	Employer returns,[1] January–December 1937		
	Total, 1937	For reporting period January–June 1937	For reporting period July–December 1937
Number of employer returns	3,388,000	1,658,000	1,730,000
Number of employee wage items reported [3]	72,747,000	35,655,000	37,092,000
Amount of wage items reported [3]	$27,923,176,000	$14,018,511,000	$13,909,665,000

[1] Employer returns on Form SS-2 made to the Bureau of Internal Revenue in reporting information concerning taxable wages under title VIII of the Social Security Act and referred to the Social Security Board for use in the maintenance of wage records.

[2] Each employee wage item represents the total amount of taxable wages paid to an individual by any 1 employer during a reporting period.

[3] This tabulation includes data on 94.6 percent of the employer returns for 1937 received by the Bureau of Internal Revenue as of Aug. 20, 1938, and 96.3 percent of the wage items received by the Social Security Board as of Aug. 25, 1938.

Table B–7.—Old-age insurance: Cumulative percentage distributions of number of employer returns [1] and number and amount of employee wage items,[2] by number of such items on employer's return for July–December 1937

Number of employee wage items [2] on employer's return	Cumulative percentage of total—			Number of employee wage items [2] on employer's return	Cumulative percentage of total—		
	Number of employer returns [1]	Number of employee wage items [2]	Amount of employee wage items [2]		Number of employer returns [1]	Number of employee wage items [2]	Amount of employee wage items [2]
1	25.3	1.2	1.1	299	99.2	52.4	46.5
2	40.4	2.6	2.4	399	99.4	56.3	50.0
3	50.7	4.0	3.7	499	99.5	59.3	52.8
4	57.9	5.4	4.9	599	99.6	61.7	55.1
5	63.4	6.7	6.1	699	99.7	63.7	57.0
6	67.7	7.9	7.2	799	99.8	65.3	58.6
7	71.3	9.1	8.3	899	99.8	66.7	60.0
8	74.0	10.1	9.2	999	99.8	68.0	61.3
9	76.2	11.0	10.0	1,999	100.0	75.8	69.4
19	86.8	17.7	15.9	2,999	100.0	79.4	73.3
29	90.8	22.2	19.9	3,999	100.0	81.7	76.1
39	93.0	25.7	23.0	4,999	100.0	83.4	78.2
49	94.4	28.5	25.4	5,999	100.0	84.6	79.8
59	95.3	30.8	27.5	6,999	100.0	85.6	81.0
69	96.0	32.8	29.3	7,999	100.0	86.5	82.1
79	96.5	34.6	30.9	8,999	100.0	87.2	82.9
89	96.9	36.1	32.2	9,999	100.0	87.7	83.6
99	97.2	37.5	33.5	10,000 and over	100.0	100.0	100.0
199	98.7	46.9	41.7				

[1] Employer returns on Form SS-2 made to the Bureau of Internal Revenue in reporting information concerning taxable wages under title VIII of the Social Security Act and referred to the Social Security Board for use in the maintenance of wage records.

[2] Each employee wage item represents the total amount of taxable wages paid to an individual by any 1 employer during a reporting period.

Table B–8.—Old-age insurance: Number of employer returns [1] and number and amount of employee wage items,[2] by number of such items on employer's return for July–December 1937, with total amounts of employee wage items for January–December 1937

Number of employee wage items [2] on employer's return	July–December 1937							Amount of employee wage items, [2] January–December 1937 (in thousands)
	Employer returns [1]		Employee wage items [2]				Average amount per employer return [1]	
	Number	Percent of total number	Number	Percent of total number	Amount (in thousands)	Percent of total amount		
Total	1,730,104	100.0	37,092,384	100.0	$13,909,665	100.0	$8,040	$27,928,176
1–9	1,317,758	76.2	4,063,715	11.0	1,393,752	10.0	1,058	2,687,397
1	437,936	25.3	437,936	1.2	148,634	1.1	339	299,364
2	261,644	15.1	523,288	1.4	176,213	1.3	673	346,062
3	177,452	10.3	532,356	1.4	178,313	1.3	1,005	348,141
4	124,817	7.2	499,268	1.4	168,889	1.2	1,353	320,809
5	95,051	5.5	475,255	1.3	166,623	1.2	1,753	314,956
6	74,221	4.3	445,326	1.2	158,374	1.1	2,134	298,875
7	61,208	3.6	428,456	1.2	150,250	1.1	2,455	294,923
8	47,031	2.7	376,248	1.0	133,540	.9	2,839	248,503
9	38,398	2.2	345,582	.9	112,916	.8	2,941	215,764
10–99	363,938	21.0	9,847,858	26.5	3,264,524	23.5	8,970	6,368,023
10–19	184,004	10.6	2,490,819	6.7	825,064	5.9	4,484	1,584,707
20–29	69,839	4.0	1,668,374	4.5	557,014	4.0	7,976	1,073,930
30–39	38,036	2.2	1,295,584	3.5	430,497	3.1	11,318	835,932
40–49	23,345	1.4	1,030,811	2.8	339,864	2.4	14,558	671,531
50–59	16,110	.9	874,217	2.3	289,368	2.1	17,962	569,140
60–69	11,433	.7	735,076	2.0	243,613	1.8	21,308	481,427
70–79	8,781	.5	651,702	1.8	216,060	1.6	24,605	429,594
80–89	6,790	.4	572,734	1.5	187,814	1.3	27,660	377,480
90–99	5,600	.3	528,541	1.4	175,230	1.3	31,291	344,282
100–999	44,867	2.6	11,296,932	30.5	3,869,233	27.8	86,238	7,960,901
100–199	25,085	1.5	3,477,420	9.4	1,145,033	8.2	45,646	2,317,967
200–299	8,431	.5	2,044,506	5.5	672,689	4.8	79,788	1,358,961
300–399	4,164	.2	1,435,238	3.9	489,085	3.5	117,456	992,340
400–499	2,497	.1	1,113,546	3.0	388,405	2.8	155,548	791,675
500–599	1,636	.1	895,500	2.4	318,121	2.3	194,450	662,516
600–699	1,132	.1	733,799	2.0	258,668	1.9	228,505	527,137
700–799	795	.1	590,168	1.6	217,532	1.6	273,625	458,889
800–899	609	(3)	515,908	1.4	195,002	1.4	320,201	398,263
900–999	518	(3)	490,847	1.3	184,698	1.3	356,560	453,153
1,000–9,999	3,346	.2	7,315,996	19.7	3,103,001	22.3	927,376	6,582,282
1,000–1,999	2,171	.2	2,885,338	7.8	1,128,051	8.1	519,600	2,661,744
2,000–2,999	550	(3)	1,336,409	3.6	547,153	3.9	994,823	1,058,153
3,000–3,999	251	(3)	866,252	2.3	394,301	2.8	1,570,920	750,936
4,000–4,999	141	(3)	628,519	1.7	286,308	2.1	2,030,553	585,374
5,000–5,999	81	(3)	441,526	1.2	215,038	1.6	2,654,791	431,571
6,000–6,999	55	(3)	357,413	1.0	169,264	1.2	3,077,525	350,338
7,000–7,999	46	(3)	346,383	.9	152,283	1.1	3,310,508	304,792
8,000–8,999	29	(3)	245,929	.7	113,754	.8	3,922,562	263,767
9,000–9,999	22	(3)	208,227	.5	96,849	.7	4,402,259	175,607
10,000 and over	195	(3)	4,567,883	12.3	2,279,155	16.4	11,687,973	4,329,573

[1] Employer returns on Form SS–2 made to the Bureau of Internal Revenue in reporting information concerning taxable wages under title VIII of the Social Security Act and referred to the Social Security Board for use in the maintenance of wage records.

[2] Each employee wage item represents the total amount of taxable wages paid to an individual by any 1 employer during a reporting period.

[3] Less than 1/20 of 1 percent.

Claims for Lump-Sum Payments

Table B–9.—Old-age insurance: Number of claims for lump-sum payments received in Washington, number certified, and total payments certified by the Social Security Board to the Secretary of the Treasury, cumulative through June 30, 1938, and by months during the fiscal year 1937–38 [1]

Year and month	Total claims for lump-sum payments			Claims for payments at age 65			Claims for death payments		
	Number of claims		Total payments certified [2]	Number of claims		Total payments certified [2]	Number of claims		Total payments certified [2]
	Received	Certified [2]		Received	Certified [2]		Received	Certified [2]	
Cumulative total through June 30, 1938	181,565	169,622	$5,915,367.13	81,620	76,767	$2,698,816.80	99,945	92,855	$3,216,550.33
Total, fiscal year 1937–38	171,545	165,203	5,855,755.25	76,421	73,757	2,659,681.79	95,124	91,446	3,196,073.46
July	4,510	5,103	88,256.52	2,082	2,741	48,976.43	2,428	2,362	39,280.09
August	6,209	4,290	86,867.04	2,672	2,039	41,886.51	3,537	2,251	44,980.53
September	6,623	5,690	128,073.68	3,092	2,580	61,045.00	3,531	3,110	67,028.68
October	8,260	9,450	249,481.61	3,935	4,351	120,246.74	4,325	5,099	129,234.87
November	13,466	9,529	264,543.76	7,264	5,001	136,353.14	6,202	4,528	128,190.62
December	20,683	14,754	400,652.23	10,229	7,683	203,001.07	10,454	7,071	197,651.16
January	19,419	23,537	745,683.59	8,403	10,811	345,322.38	11,016	12,726	400,361.21
February	18,214	16,279	564,528.43	7,750	6,929	246,817.02	10,464	9,350	317,711.41
March	20,888	21,849	836,595.56	8,786	9,091	355,341.60	12,102	12,758	481,253.96
April	18,728	19,361	823,978.33	7,949	8,119	370,401.27	10,779	11,242	453,577.06
May	17,948	17,300	805,563.76	7,544	7,293	366,522.09	10,404	10,007	439,041.67
June	16,597	18,061	861,530.74	6,715	7,119	363,768.54	9,882	10,942	497,762.20

[1] All claims received to the end of the fiscal year 1937–38 were for lump-sum payments amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942.
[2] Figures have been adjusted for certifications canceled during the fiscal year.

Table B–10.—Old-age insurance: Number of claims for lump-sum payments and average payments certified by the Social Security Board to the Secretary of the Treasury, cumulative through June 30, 1938, and by months during the fiscal year 1937–38 [1]

Year and month	Total claims certified for lump-sum payments [1]		Claims certified for payments at age 65 [1]		Claims certified for death payments [1]	
	Number	Average payment	Number	Average payment	Number	Average payment
Cumulative through June 30, 1938	169,622	$34.87	76,767	$35.16	92,855	$34.64
Total, fiscal year 1937–38	165,203	35.45	73,757	36.06	91,446	34.95
July	5,103	17.30	2,741	17.87	2,362	16.63
August	4,290	20.25	2,039	20.54	2,251	19.98
September	5,690	22.51	2,580	23.66	3,110	21.55
October	9,450	26.40	4,351	27.64	5,099	25.35
November	9,529	27.76	5,001	27.27	4,528	28.31
December	14,754	27.16	7,683	26.42	7,071	27.95
January	23,537	31.68	10,811	31.94	12,726	31.46
February	16,279	34.68	6,929	35.62	9,350	33.98
March	21,849	38.29	9,091	39.09	12,758	37.72
April	19,361	42.56	8,119	45.62	11,242	40.35
May	17,300	46.56	7,293	50.26	10,007	43.87
June	18,061	47.70	7,119	51.10	10,942	45.49

[1] All claims received to the end of the fiscal year 1937–38 were for lump-sum payments amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942. Figures have been adjusted for certifications canceled during the fiscal year.

Table B–11.—Old-age insurance: Number of claims for lump-sum payments and total and average payments certified by the Social Security Board to the Secretary of the Treasury, cumulative through June 30, 1938, and by States for the fiscal year 1937–38 [1]

State	Total claims certified for lump-sum payments			Claims certified for payments at age 65			Claims certified for death payments		
	Number	Payments		Number	Payments		Number	Payments	
		Total	Average		Total	Average		Total	Average
Cumulative total through June 30, 1938	169,622	$5,915,367.13	$34.87	76,767	$2,698,816.80	$35.16	92,855	$3,216,550.33	$34.64
Total, fiscal year 1937–38	165,203	5,855,755.25	35.45	73,757	2,659,681.79	36.06	91,446	3,196,073.46	34.95
Alabama	2,302	57,362.51	24.92	578	16,420.68	28.41	1,724	40,941.83	23.75
Alaska	40	1,632.75	40.82	14	549.88	39.28	26	1,082.87	41.65
Arizona	436	14,118.93	32.38	168	4,915.34	29.26	268	9,203.59	34.34
Arkansas	941	22,411.11	23.82	307	7,876.38	25.66	634	14,534.73	22.93
California	8,825	328,771.06	37.25	3,842	138,162.05	35.96	4,983	190,609.01	38.25
Colorado	1,253	42,739.41	34.11	610	19,725.22	32.34	643	23,014.19	35.79
Connecticut	4,041	156,271.53	38.67	2,255	88,886.25	39.42	1,786	67,385.28	37.73
Delaware	478	16,872.49	35.30	276	9,365.01	33.93	202	7,507.48	37.17
District of Columbia	879	31,652.46	36.01	436	16,045.24	36.80	443	15,607.22	35.23
Florida	1,326	38,265.29	28.86	459	13,832.15	30.14	867	24,433.14	28.18
Georgia	2,175	57,864.04	26.60	639	19,240.47	30.11	1,536	38,623.57	25.15
Hawaii	159	5,237.73	32.94	80	1,679.07	20.99	79	3,558.66	45.05
Idaho	455	12,910.31	28.37	205	5,982.95	29.19	250	6,927.36	27.71
Illinois	11,268	438,966.60	38.96	5,087	194,314.56	38.20	6,181	244,652.04	39.58
Indiana	5,019	167,504.46	33.37	2,314	77,144.95	33.34	2,705	90,359.51	33.40
Iowa	1,626	54,537.69	33.54	892	28,262.26	31.68	734	26,275.43	35.80
Kansas	1,500	45,812.20	30.54	710	21,560.34	30.37	790	24,251.86	30.70
Kentucky	2,159	65,913.34	30.53	840	27,347.88	32.56	1,319	38,565.46	29.24
Louisiana	1,724	50,072.17	29.04	539	17,405.95	32.29	1,185	32,666.22	27.57
Maine	1,363	39,611.74	29.06	795	23,091.02	29.05	568	16,520.72	29.09
Maryland	2,698	93,862.85	34.79	1,167	39,902.67	34.19	1,531	53,960.18	35.25
Massachusetts	8,882	329,338.49	37.08	5,030	186,201.98	37.02	3,852	143,136.51	37.16
Michigan	7,338	277,031.67	37.75	2,909	108,231.88	37.21	4,429	168,799.79	38.11
Minnesota	2,204	84,619.69	38.39	1,122	43,920.31	39.14	1,082	40,699.38	37.61
Mississippi	698	16,817.67	24.09	176	4,437.61	25.21	522	12,380.06	23.72
Missouri	4,362	152 711.55	35.01	1,998	73,106.80	36.59	2,364	79,604.75	33.67
Montana	711	25,003.48	35.17	304	11,361.61	37.37	407	13,641.87	33.52
Nebraska	805	29,639.54	36.82	397	14,970.89	37.71	408	14,668.65	35.95
Nevada	193	7,115.13	36.87	97	3,582.34	36.93	96	3,532.79	36.80
New Hampshire	983	27,249.07	27.72	529	14,119.08	26.69	454	13,129.99	28.92
New Jersey	7,288	304,864.31	41.83	3,229	136,679.88	42.33	4,059	168,184.43	41.43
New Mexico	287	6,068.44	21.14	153	2,756.31	18.02	134	3,312.13	24.72
New York	19,550	803,930.98	41.12	8,869	364,359.07	41.08	10,681	439,571.91	41.15
North Carolina	3,361	76,478.85	22.75	955	25,145.25	26.33	2,406	51,333.60	21.34
North Dakota	157	5,052.29	32.18	68	2,530.54	37.21	89	2,521.75	28.33
Ohio	12,173	450,596.88	37.02	5,847	216,120.17	36.96	6,326	234,476.71	37.07
Oklahoma	1,333	47,497.21	35.63	480	17,062.97	35.55	853	30,434.24	35.68
Oregon	1,572	50,547.90	32.16	848	24,335.56	28.70	724	26,212.34	36.20
Pennsylvania	18,316	667,592.01	36.45	8,655	319,884.64	36.96	9,661	347,707.37	35.99
Rhode Island	1,786	61,864.35	34.64	944	32,993.82	34.95	842	28,870.53	34.29
South Carolina	1,475	31,437.71	21.31	350	8,981.74	25.66	1,125	22,455.97	19.96
South Dakota	228	7,062.36	30.98	88	2,946.33	33.48	140	4,116.03	29.40
Tennessee	2,255	61,129.08	27.11	717	21,834.17	30.45	1,538	39,294.91	25.55
Texas	5,086	150,268.16	29.55	1,781	49,988.02	28.07	3,305	100,280.14	30.34
Utah	574	21,021.20	36.62	209	7,815.75	37.40	365	13,205.45	36.18
Vermont	557	17,078.44	30.66	289	8,176.72	28.29	268	8,901.72	33.22
Virginia	2,817	79,441.20	28.20	1,033	33,846.65	32.77	1,784	45,594.55	25.56
Washington	2,848	92,973.70	32.65	1,481	48,129.29	32.50	1,367	44,844.41	32.80
West Virginia	2,473	78,443.23	31.72	895	28,753.42	32.13	1,578	49,689.81	31.49
Wisconsin	3,909	140,483.28	35.94	1,974	72,151.58	36.55	1,935	68,331.70	35.31
Wyoming	214	6,316.81	29.52	101	3,120.31	30.89	113	3,196.50	28.29
Foreign [2]	101	3,689.90	36.53	16	426.78	26.67	85	3,263.12	38.39

[1] All claims received to the end of the fiscal year 1937–38 were for lump-sum payments amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942. Figures have been adjusted for certifications canceled during the fiscal year.

[2] Claims received from persons in foreign countries.

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UNEMPLOYMENT COMPENSATION

Table C–1.—Unemployment compensation: Dates of passage of laws by States, of approval of laws by the Social Security Board, of first Federal grants,[1] and months and years in which benefits first payable, by States, as of June 30, 1938

State	Date law passed	Date law approved under title IX	Date first grant certified under title III [1]	Month and year in which benefits first payable
Alabama	Sept. 14, 1935	Dec. 31, 1935	Mar. 21, 1936	January 1938.
Alaska	Apr. 2, 1937	May 4, 1937	June 15, 1937	January 1939.
Arizona	Dec. 2, 1936	Dec. 22, 1936	Mar. 2, 1937	January 1938.
Arkansas	Feb. 26, 1937	Mar. 9, 1937	Mar. 12, 1937	January 1939.
California	June 25, 1935	Dec. 27, 1935	Mar. 12, 1936	January 1938.
Colorado	Nov. 20, 1936	Nov. 27, 1936	Dec. 29, 1936	January 1939.
Connecticut	Nov. 30, 1936	Dec. 8, 1936	Dec. 31, 1936	January 1938.
Delaware	Apr. 30, 1937	June 5, 1937	June 29, 1937	January 1939.
District of Columbia	Aug. 28, 1935	Nov. 15, 1935	Mar. 12, 1936	January 1938.
Florida	June 9, 1937	June 24, 1937	July 29, 1937	January 1939.
Georgia	Mar. 29, 1937	Apr. 2, 1937	Apr. 26, 1937	Do.
Hawaii	May 18, 1937	June 10, 1937	Aug. 6, 1937	Do.
Idaho	Aug. 6, 1936	Sept. 1, 1936	Sept. 23, 1936	September 1938.
Illinois	June 30, 1937	July 16, 1937	Aug. 13, 1937	July 1939.
Indiana	Mar. 18, 1936	Apr. 18, 1936	June 5, 1936	April 1938.
Iowa	Dec. 24, 1936	Dec. 29, 1936	Feb. 18, 1937	July 1938.
Kansas	Mar. 26, 1937	Apr. 6, 1937	Apr. 26, 1937	January 1939.
Kentucky	Dec. 29, 1936	Dec. 31, 1936	Jan. 5, 1937	Do.
Louisiana	June 29, 1936	Nov. 20, 1936	Nov. 27, 1936	January 1938.
Maine	Dec. 18, 1936	Dec. 24, 1936	Dec. 31, 1936	Do.
Maryland	Dec. 17, 1936	Dec. 22, 1936	Jan. 26, 1937	Do.
Massachusetts	Aug. 12, 1935	Feb. 4, 1936	Mar. 21, 1936	Do.
Michigan	Dec. 24, 1936	Dec. 29, 1936	Jan. 22, 1937	July 1938.
Minnesota	----do----	----do----	Jan. 5, 1937	January 1938.
Mississippi	Mar. 23, 1936	May 20, 1936	June 16, 1936	April 1938.
Missouri	June 17, 1937	July 13, 1937	Aug. 6, 1937	January 1939.
Montana	Mar. 16, 1937	Mar. 30, 1937	May 18, 1937	July 1939.
Nebraska	Apr. 30, 1937	May 18, 1937	May 26, 1937	January 1939.
Nevada	Mar. 23, 1937	Apr. 9, 1937	May 4, 1937	Do.
New Hampshire	May 29, 1935	Dec. 13, 1935	Mar. 5, 1936	January 1938.
New Jersey	Dec. 22, 1936	Dec. 24, 1936	Jan. 19, 1937	January 1939.
New Mexico	Dec. 16, 1936	Dec. 19, 1936	Dec. 24, 1936	December 1938.
New York	Apr. 25, 1935	Jan. 24, 1936	Mar. 10, 1936	January 1938.
North Carolina	Dec. 16, 1936	Dec. 19, 1936	Dec. 31, 1936	Do.
North Dakota	Mar. 16, 1937	Apr. 16, 1937	Apr. 27, 1937	January 1939.
Ohio	Dec. 17, 1936	Dec. 22, 1936	Jan. 19, 1937	Do.
Oklahoma	Dec. 12, 1936	Dec. 19, 1936	Dec. 31, 1936	December 1938.
Oregon	Nov. 15, 1935	Dec. 23, 1935	Apr. 8, 1936	January 1938.
Pennsylvania	Dec. 5, 1936	Dec. 8, 1936	Dec. 24, 1936	Do.
Rhode Island	May 5, 1936	June 8, 1936	June 16, 1936	Do.
South Carolina	June 6, 1936	July 22, 1936	Aug. 18, 1936	July 1938.
South Dakota	Dec. 24, 1936	Dec. 29, 1936	Jan. 8, 1937	January 1939.
Tennessee	Dec. 18, 1936	Dec. 22, 1936	Jan. 29, 1937	January 1938.
Texas	Oct. 27, 1936	Nov. 5, 1936	Nov. 27, 1936	Do.
Utah [2]	Aug. 29, 1936	Sept. 15, 1936	Sept. 23, 1936	Do.
Vermont	Dec. 22, 1936	Dec. 29, 1936	Dec. 31, 1936	Do.
Virginia	Dec. 18, 1936	Dec. 19, 1936	Jan. 26, 1937	Do.
Washington [3]	Mar. 16, 1937	Apr. 13, 1937	May 12, 1937	January 1939.
West Virginia	Dec. 17, 1936	Dec. 22, 1936	Feb. 18, 1937	January 1938.
Wisconsin	Jan. 29, 1932	Nov. 27, 1935	Mar. 12, 1936	July 1936.
Wyoming	Feb. 25, 1937	Mar. 24, 1937	Apr. 26, 1937	January 1939.

[1] Dates on which certification was authorized by the Social Security Board; in some instances a few days elapsed before formal certification to the Secretary of the Treasury.

[2] An unemployment compensation law which had been passed by the State of Utah on Mar. 25, 1935, was repealed and replaced by the present legislation on Aug. 29, 1936.

[3] An unemployment compensation law was passed by the State of Washington on Mar. 21, 1935. On Sept. 15, 1936, the State Supreme Court held that that law had never become effective because the court found that a provision contained therein conditioning the effectiveness of the law on the enactment of the Wagner-Doughton bill had not been fulfilled.

Unemployment Compensation Statistics

Table C–2.—Unemployment compensation: Estimated number of subject employers and number of workers with wage credits under State unemployment compensation systems, as of May 31, 1938

[Data reported by State agencies [1]]

State	Statutory size-of-firm inclusion [2] (number of employees)	Estimated number of subject employers	Estimated number of workers with wage credits [3]
Total		668,166	27,602,000
Alabama	8 or more	4,100	325,000
Alaska	do	500	23,000
Arizona	3 or more	3,100	78,000
Arkansas	1 or more	14,900	155,000
California	4 or more	38,000	1,700,000
Colorado	8 or more	4,300	200,000
Connecticut	5 or more	8,300	485,000
Delaware	1 or more	4,800	63,000
District of Columbia	do	14,900	145,000
Florida	8 or more	4,400	255,000
Georgia	do	6,600	375,000
Hawaii	1 or more	3,900	119,000
Idaho	do	8,000	110,000
Illinois	8 or more	27,266	1,620,000
Indiana	do	9,000	838,000
Iowa	do	5,900	310,000
Kansas	do	4,300	225,000
Kentucky	4 or more	7,400	380,000
Louisiana	8 or more	6,700	412,000
Maine	do	2,900	240,000
Maryland	do.[4]	5,700	375,000
Massachusetts	do	17,500	1,332,000
Michigan	do	15,800	1,300,000
Minnesota	1 or more	40,600	567,000
Mississippi	8 or more	3,000	150,000
Missouri	do	10,600	650,000
Montana	1 or more	8,600	90,000
Nebraska	8 or more	3,300	120,000
Nevada	1 or more	2,500	30,000
New Hampshire	4 or more	3,000	125,000
New Jersey	8 or more	14,800	1,000,000
New Mexico	4 or more	2,000	70,000
New York	do	97,600	4,000,000
North Carolina	8 or more	6,800	700,000
North Dakota	do	1,100	44,000
Ohio	3 or more	44,400	1,720,000
Oklahoma	8 or more	5,100	324,000
Oregon	4 or more	7,400	225,000
Pennsylvania	1 or more	139,300	3,100,000
Rhode Island	4 or more	5,500	226,000
South Carolina	8 or more	3,500	292,000
South Dakota	do	1,200	45,000
Tennessee	do	4,500	450,000
Texas	do	13,300	800,000
Utah	4 or more	2,500	90,000
Vermont	8 or more	1,100	70,000
Virginia	do	5,800	450,000
Washington	do	6,400	300,000
West Virginia	do	3,300	350,000
Wisconsin	7 or more	7,900	500,000
Wyoming	1 or more	4,800	49,000

[1] The estimates are preliminary and subject to revision.

[2] The "size-of-firm" shown in this column represents the number of different individuals who must have worked in a specified number of weeks in the current or preceding calendar year for a given employer before that employer becomes subject to the State unemployment compensation law.

[3] The number of workers with wage credits approximates the number of individuals who represent potential benefit claimants. Not all workers with wage credits will be eligible for benefits, however, since there will be cases in which previous earnings are insufficient to satisfy the eligibility provision of the State law.

[4] Beginning in 1938, the size-of-firm inclusion was lowered from a basis of 8 or more to a basis of 4 or more employees. Data shown relate to 1937.

Classification of Claims and Benefit Payments

Tables C–3—C–8 are based upon reports from States on the operation of their unemployment compensation laws. As of June 30, 1938, 24 States and the District of Columbia were paying benefits, but since Indiana and Mississippi did not accept claims for benefits until April 1938, data on payments from these States include only two full months.

In interpreting unemployment compensation statistics differences in State laws, terminology, and procedures should be noted.

An initial claim is defined, for reporting purposes, as a notice of unemployment filed by a worker for each period of unemployment; a continued claim is defined as a claim reported weekly, following the filing of an initial claim. Some State procedures differ from these definitions in certain respects. A few States take only one initial claim from an unemployed worker in a benefit year; and the worker files continued claims for subsequent weeks of unemployment during the benefit year. In some States initial claims are filed in connection with requests for additional benefits against lag-quarter credits, whereas in others continued claims are taken in such circumstances.

Total and partial unemployment are used as defined in the State laws or by the State unemployment compensation agencies. Periods of reduced earnings resulting from a reduction in working time with the usual employer are always classified as partial unemployment. There are, however, some differences among the States in the classification of payments for part-total unemployment. Part-total unemployment arises chiefly in cases in which the worker is completely separated from employment with his regular employer, but has earned wages from another source, i. e., odd-job and subsidiary earnings, which are deductible from the weekly benefit amount for total unemployment. Therefore, though totally unemployed with respect to his regular employment, the worker receives a check for less than his weekly benefit amount. Most States classify claims and payments for part-total unemployment as partial. However, certain States classify under total unemployment both initial and continued claims and payments for part-total unemployment. These States are: Arizona, California, Minnesota, Tennessee, Utah, Vermont, and Wisconsin. Alabama, Indiana, North Carolina, and Oregon classify only the *initial* claims showing odd-jobs and subsidiary earnings (part-total unemployment) as claims for total unemployment.

Table C–3.—Unemployment compensation: Number of initial and continued claims filed for total and partial unemployment compensation,[1] by States, January–June 1938

[Data reported by State agencies, corrected to Aug. 31, 1938]

State	Number of initial claims filed							Number of continued claims filed					
	Total, January–June	January	February	March	April	May	June	January	February	March	April	May	June
	All claims filed												
Total	5,745,487	2,104,861	689,402	657,935	733,452	727,130	712,707						
Alabama	146,687	57,281	21,256	16,855	16,594	18,263	16,438	75,227	133,072	167,133	157,891	167,603	172,207
Arizona	19,092	5,866	3,110	2,671	2,881	2,474	2,090	3,249	19,905	26,537	25,077	21,914	18,328
California	386,909	[2] 137,361	54,547	60,959	46,133	41,457	46,452	(3)	429,557	510,089	406,369	388,666	367,017
Connecticut	259,260	93,128	25,887	29,701	48,202	30,358	31,984	208,305	287,464	253,303	205,777	203,002	187,351
District of Columbia	31,323	18,384	3,202	2,506	2,566	2,310	2,355	26,042	42,756	44,308	36,623	33,775	32,874
Indiana [4]	94,532				27,968	33,246	33,318				4,617	(3)	(3)
Louisiana	76,906	18,615	9,759	10,467	12,829	12,616	12,620	19,112	42,797	57,251	67,238	76,119	84,994
Maine	78,665	[2] 26,000	[5] 12,092	[5] 12,237	[5] 5,354	9,364	13,618	(3)	[5] 87,576	[5] 105,483	104,479	84,222	78,194
Maryland	216,128	72,299	20,581	29,317	33,001	28,489	32,441	132,855	191,583	194,504	182,458	187,112	181,990
Massachusetts [6]	424,521	[2] 195,631	46,736	41,461	42,679	41,200	56,814	(3)	(3)	(3)	330,718	310,904	389,437
Minnesota	125,538	56,702	16,300	13,769	17,333	10,774	10,660	13,000	200,479	266,497	176,029	107,706	86,806
Mississippi [4 6]	26,931				11,908	7,108	7,915				(3)	38,726	52,105
New Hampshire	71,448	25,939	6,602	8,143	8,140	10,185	12,439	39,500	57,898	63,119	59,201	53,801	59,087
New York [6]	1,630,356	546,789	196,987	198,609	221,255	237,065	229,651	(3)	(3)	(3)	(3)	(3)	(3)
North Carolina	288,198	103,665	49,909	33,644	40,305	34,306	26,369	94,073	(3)	(3)	(3)	(3)	333,894
Oregon	[2] 120,000	(3)	(3)	(3)	(3)	(3)	(3)	(3)	71,940	103,400	82,400	75,037	74,813
Pennsylvania [6]	868,897	442,273	106,999	87,616	75,671	84,478	71,860	843,593	1,144,245	1,154,199	786,344	769,780	931,412
Rhode Island	139,000	67,731	18,864	14,283	12,693	13,776	11,653	129,615	216,974	262,480	211,154	171,375	162,969
Tennessee	126,666	45,220	15,308	13,063	15,223	23,253	14,599	91,446	171,890	186,206	171,303	237,757	196,936
Texas	162,955	37,653	23,182	21,479	27,835	26,741	26,065	49,787	105,556	146,810	147,031	169,930	173,044
Utah	38,954	12,310	4,827	3,718	7,111	4,434	6,554	18,914	37,140	44,053	36,329	30,972	(3)
Vermont	21,184	8,692	3,081	2,649	2,342	2,358	2,062	11,644	23,747	26,829	17,703	13,266	12,234
Virginia	104,590	34,099	11,566	12,112	15,625	17,439	13,749	(3)	(3)	(3)	101,228	87,987	132,267
West Virginia	163,385	[2] 70,502	19,147	25,509	22,225	15,759	10,243	(3)	124,163	181,426	278,925	314,412	302,975
Wisconsin [5]	123,362	28,721	19,460	17,167	17,579	19,677	20,758	150,563	143,277	130,564	98,886	96,016	97,784
	Total unemployment												
Alabama	105,693	40,840	14,986	12,025	12,282	13,275	12,285	66,799	117,090	143,628	129,310	131,464	127,377
Arizona	19,092	5,866	3,110	2,671	2,881	2,474	2,090	3,249	19,905	26,537	25,077	21,914	18,328
California		(7)	51,406	49,381	43,266	39,554	44,397	(3)	403,576	456,456	378,140	335,755	361,566

Connecticut		(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	173,798	155,688	138,479
District of Columbia		(7)	3,202	2,506	2,566	2,286	2,325	(7)	42,636	41,585	28,896	26,041	25,626
Indiana [4]	62,141				21,675	19,376	21,090				(7)	(3)	(4)
Louisiana		(7)	(7)	(7)	(7)	(7)	(7)	8,663	2,481	10,514	26,960	28,990	31,960
Maine		(7)	12,092	12,237	5,354	3,735	4,008	(3)	87,576	105,483	88,533	61,909	49,106
Maryland	186,232	65,304	16,431	23,817	27,648	24,283	28,719	124,040	156,699	155,842	140,111	137,098	131,288
Massachusetts [5]	424,521	[3] 195,631	46,736	41,461	42,679	41,200	56,814	(3)	(3)	(3)	330,718	310,904	389,437
Minnesota		(7)	16,300	13,467	17,203	10,774	10,660	(7)	200,479	266,050	175,759	107,706	86,806
Mississippi [4 6]	26,931				11,908	7,108	7,915				(3)	38,726	52,105
New Hampshire	52,283	18,896	5,081	6,327	5,854	6,939	9,186	32,332	43,876	51,680	47,694	40,114	43,427
New York [6]	1,630,356	546,789	196,987	198,609	221,255	237,065	229,651	(3)	(3)	(3)	(3)	(3)	(3)
North Carolina	191,984	66,915	29,288	21,690	32,100	23,733	18,258	(7)	(3)	(3)	(3)	(3)	(7)
Oregon	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(7)	(7)	(7)	(7)	(7)
Pennsylvania [6]	868,897	442,273	106,999	87,616	75,671	84,478	71,860	843,593	1,144,245	1,154,199	786,344	769,780	931,412
Rhode Island	106,068	56,646	14,924	10,466	8,599	8,009	7,424	107,158	184,451	193,780	153,939	108,099	95,002
Tennessee	112,565	45,220	15,308	13,063	15,223	12,590	11,161	91,446	171,890	186,206	171,303	170,523	158,305
Texas	156,014	36,584	22,288	20,684	26,356	25,309	24,793	(7)	(7)	(7)	(7)	(7)	(7)
Utah	36,248	12,196	4,244	3,018	6,708	3,953	6,129	18,684	36,441	43,022	35,120	29,364	(3)
Vermont	17,881	7,861	2,645	2,143	1,666	2,031	1,535	11,126	21,549	22,760	13,829	9,397	8,296
Virginia	82,267	30,659	9,815	10,500	12,019	9,787	9,487	(3)	(3)	(3)	86,519	68,978	76,632
West Virginia		(7)	(7)	17,178	14,193	9,206	7,230	(3)	(7)	153,993	189,669	215,278	186,638
Wisconsin	123,362	28,721	19,460	17,167	17,579	19,677	20,758	150,563	143,277	130,564	98,886	96,016	97,784
	Partial unemployment												
Alabama	40,994	16,441	6,270	4,830	4,312	4,988	4,153	8,428	15,982	23,505	28,581	36,139	44,830
Arizona	0	0	0	0	0	0	0	0	0	0	0	0	0
California		(7)	3,141	11,578	2,867	1,903	2,055	(3)	25,981	53,633	28,229	2,911	5,451
Connecticut		(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	(7)	31,979	47,314	48,872
District of Columbia		(7)	0	0	0	24	30	(7)	120	2,723	7,727	7,734	7,248
Indiana [4]	32,391				6,293	13,870	12,228				(7)	(3)	(3)
Louisiana		(7)	(7)	(7)	(7)	(7)	(7)	10,449	40,316	46,737	40,278	47,129	53,034
Maine		(7)	(3)	(3)	(3)	5,629	9,610	(3)	(3)	(3)	15,946	22,313	29,088
Maryland	29,896	6,995	4,120	5,500	5,353	4,206	3,722	8,815	34,884	38,662	42,347	50,014	50,702
Minnesota		(7)	0	302	130	0	0	(7)	0	447	270	0	0
New Hampshire	19,165	7,043	1,521	1,816	2,286	3,246	3,253	7,168	14,022	11,439	11,507	13,687	15,660
North Carolina	96,214	36,750	20,621	11,954	8,205	10,573	8,111	(7)	(3)	(3)	(3)	(3)	(7)
Oregon	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(7)	(7)	(7)	(7)	(7)
Rhode Island	32,932	11,085	3,940	3,817	4,094	5,767	4,229	22,457	32,523	68,700	57,215	63,276	67,967
Tennessee	14,101	0	0	0	0	10,663	3,438	0	0	0	0	67,234	38,631
Texas	6,941	1,069	894	795	1,479	1,432	1,272	(7)	(7)	(7)	(7)	(7)	(7)
Utah	2,706	114	583	700	403	481	425	230	699	1,031	1,209	1,608	(3)
Vermont	3,303	831	436	506	676	327	527	518	2,198	4,069	3,874	3,869	3,938
Virginia	22,323	3,440	1,751	1,612	3,606	7,652	4,262	(3)	(3)	(3)	14,709	19,009	55,635
West Virginia		(7)	(7)	8,331	8,032	6,553	3,013	(3)	(7)	27,433	89,256	99,134	116,337

[1] See p. 177 for classification of claims and benefit payments according to type of unemployment.
[2] Estimated.
[3] Data not available.
[4] Began benefit payments in April 1938.
[5] Excludes claims received for partial unemployment.
[6] No provisions in State law for benefit payments for partial unemployment.
[7] Break-down for total unemployment and for partial unemployment not available.

Table C–4.—Unemployment compensation: Number of initial claims authorized for payment,[1] by States and by months, January–June 1938

[Data reported by State agencies, corrected to Sept. 15, 1938]

State	Number of initial claims authorized for payment, 1938						
	Total	January	February	March	April	May	June
Total	3,035,918	162,262	579,909	377,095	342,760	369,627	451,542
Alabama	64,309	0	21,142	14,076	5,882	8,985	14,224
Arizona	15,714	4,034	2,056	3,234	2,402	2,160	1,828
California	185,181	0	23,209	50,677	31,268	28,554	51,473
Connecticut	127,960	10,620	35,380	20,000	23,809	16,360	21,791
District of Columbia	12,098	0	1,403	4,537	2,567	1,936	1,655
Indiana [2]	46,814				207	17,214	29,393
Louisiana	40,487	1,293	6,427	8,242	7,982	9,549	6,994
Maine	59,070	[3] 12,948	13,913	8,419	7,803	6,919	9,068
Maryland	128,399	12,452	17,640	41,211	31,927	13,218	11,951
Massachusetts	244,950	[3] 60,000	[3] 40,000	23,178	40,829	32,931	48,012
Minnesota	101,211	15,690	21,312	8,539	29,490	15,104	11,076
Mississippi [2]	12,064				2,231	4,585	5,248
New Hampshire	29,908	38	9,314	6,385	4,256	4,345	5,570
New York	688,444	0	252,335	82,734	70,567	133,621	149,187
North Carolina [4]	[3] 143,523						
Oregon [4]	[3] 99,200						
Pennsylvania [4]	[3] 510,000						
Rhode Island	89,178	18,335	36,242	14,929	7,820	6,118	5,734
Tennessee	66,801	0	24,796	10,946	6,893	9,719	14,447
Texas	82,273	3,740	15,859	14,382	15,305	15,321	17,666
Utah	21,059	3,359	4,537	3,185	3,679	3,255	3,044
Vermont	10,687	0	3,979	2,720	1,445	1,227	1,316
Virginia	59,179	544	6,614	18,405	7,722	8,195	17,699
West Virginia	106,975	[3] 3,058	[3] 22,000	[3] 24,000	[3] 26,036	18,640	13,241
Wisconsin [1]	90,434	16,151	21,751	17,296	12,640	11,671	10,925

[1] A claim is considered authorized when the first compensable week has elapsed and the payment order or warrant for that week has been issued. These figures do not include eligible or allowed claims on which no payment has been made, nor do they include authorizations of payments for other than the first compensable week. The data cover initial claims for partial as well as total unemployment except for Wisconsin, which covers only total and part-total unemployment, and Massachusetts, Mississippi, New York and Pennsylvania, which cover only total unemployment.

[2] Began benefit payments in April 1938.

[3] Estimated.

[4] Data not available by months.

Table C–5.—Unemployment compensation: Number and amount of benefit payments for total and partial unemployment,[1] by States and by months, January–June 1938

[Data reported by State agencies,[2] corrected to Aug. 29, 1938]

State	Number of benefit payments issued							Amount of benefit payments						
	Total, January–June	January	February	March	April	May	June	Total, January–June	January	February	March	April	May	June
	All payments													
Total	17,768,275	136,941	1,927,832	4,318,097	3,670,039	3,709,332	4,006,034	$179,508,721	$1,292,675	$19,422,864	$43,841,794	$36,903,459	$38,199,731	$39,848,198
Alabama	580,607	0	53,574	139,812	104,713	142,192	140,316	3,969,831	0	367,671	955,309	722,752	949,901	974,198
Arizona	80,123	753	8,277	19,986	18,317	18,147	14,643	961,112	9,627	105,259	246,406	219,694	211,517	168,609
California	1,028,034	0	27,313	276,803	233,655	220,018	270,245	9,818,608	0	276,809	2,632,803	2,229,809	2,129,934	2,549,253
Connecticut	736,253	10,620	79,695	260,096	148,878	106,176	130,788	7,530,795	112,749	828,415	2,716,174	1,513,307	1,071,244	1,288,906
District of Columbia	93,344	0	3,149	24,543	23,425	21,694	20,533	810,639	0	28,150	211,865	201,720	190,381	178,523
Indiana[3]	181,002				207	42,987	137,808	2,012,054				1,951	481,718	1,528,385
Louisiana	228,446	1,490	10,323	41,674	50,072	60,218	64,669	1,499,965	10,505	63,421	265,669	330,253	400,102	430,015
Maine	317,778	‹1,065	35,079	73,729	54,660	78,305	74,940	2,588,031	9,102	299,946	610,031	446,286	631,280	591,386
Maryland	644,050	6,751	73,833	192,458	119,137	121,086	130,785	5,754,878	59,740	672,554	1,666,409	1,012,504	1,194,378	1,149,293
Massachusetts	1,220,295	‹10,007	‹267,953	272,062	208,782	194,172	267,319	12,847,629	101,949	2,706,048	2,864,296	2,213,714	2,084,836	2,876,786
Minnesota	471,692	6	23,312	94,704	144,263	119,639	89,768	4,892,772	66	260,140	1,034,391	1,493,357	1,210,868	893,950
Mississippi[3]	53,557				2,231	19,026	32,300	338,607				15,220	121,980	201,407
New Hampshire	192,983	38	27,504	47,715	43,554	37,421	36,751	1,657,521	456	248,496	404,686	367,628	315,553	320,702
New York	4,008,834	0	‹306,226	‹899,389	773,519	1,159,260	870,440	46,837,260	0	‹3,518,532	‹10,333,955	8,822,827	13,891,929	10,270,017
North Carolina	640,714	1,238	51,544	136,911	131,070	159,305	160,646	4,819,998	8,479	296,612	1,193,110	959,812	1,215,388	1,146,597
Oregon	337,879	‹2,083	29,246	95,364	94,256	66,347	50,583	3,840,331	25,453	357,261	1,118,150	1,061,450	731,211	546,806
Pennsylvania	3,354,525	0	416,841	879,439	794,091	493,211	770,943	37,752,823	0	4,764,780	10,006,562	8,886,653	5,631,572	8,463,256
Rhode Island	748,332	18,335	139,919	214,492	144,358	124,858	106,370	6,540,152	164,277	1,225,491	1,899,870	1,245,300	1,082,694	922,520
Tennessee	470,455	0	54,373	109,744	98,056	90,366	117,916	3,372,181	0	371,827	773,018	738,681	662,875	825,780
Texas	437,007	3,740	49,439	85,977	93,261	92,034	112,556	3,775,637	32,361	422,547	745,485	812,731	791,039	971,474
Utah	136,192	3,359	26,406	34,689	26,830	25,454	19,454	1,530,228	39,346	303,532	385,986	304,477	279,240	217,647
Vermont	61,916	0	10,264	21,016	13,291	9,360	7,985	545,478	0	98,856	190,505	113,740	79,127	63,250
Virginia	373,562	544	12,509	95,428	85,738	69,575	109,768	2,609,030	4,113	93,538	699,126	629,731	499,557	682,965
West Virginia	813,335	‹3,125	97,726	177,770	175,792	172,669	186,253	7,964,598	30,434	952,240	1,730,410	1,754,867	1,714,354	1,782,293
Wisconsin	557,360	73,787	123,327	124,296	87,883	65,812	82,255	5,238,563	684,018	1,160,739	1,157,578	804,995	627,053	804,180

See footnotes at end of table.

Table C–5.—Unemployment compensation: Number and amount of benefit payments for total and partial unemployment,[1] by States and by months, January–June 1938—Continued

[Data reported by State agencies,[2] corrected to Aug. 29, 1938]

State	Number of benefit payments issued							Amount of benefit payments						
	Total, January–June	January	February	March	April	May	June	Total, January–June	January	February	March	April	May	June
	Total unemployment													
Total		122,466	1,682,924	3,545,577	3,200,168	3,172,609	3,234,184		$1,188,782	$17,394,674	$37,238,698	$33,710,167	$34,369,465	$34,408,736
Alabama	464,102	0	51,291	122,827	80,810	107,215	101,959	$3,417,750	0	355,810	876,333	605,254	785,494	794,859
Arizona	80,123	753	8,277	19,986	18,317	18,147	14,643	961,112	9,627	105,259	246,406	219,694	211,517	168,609
California	963,729	0	26,033	243,472	205,752	219,854	268,618	9,475,513	0	269,772	2,453,701	2,082,198	2,128,912	2,540,930
Connecticut		10,620	(5)	(5)	146,376	94,127	(5)		112,749	(5)	(5)	1,497,487	997,667	(5)
District of Columbia	84,056	0	3,029	22,685	20,993	19,094	18,255	757,353	0	27,328	201,132	188,253	175,381	165,259
Indiana [3]	128,423				107	31,068	97,248	1,704,979				1,559	411,974	1,291,446
Louisiana	43,991	0	0	4,299	10,751	14,084	14,857	345,904	0	0	33,653	86,724	110,123	115,404
Maine		(5)	33,708	68,045	47,751	56,392	47,312		(5)	291,338	578,019	408,489	520,080	437,389
Maryland		6,732	(5)	(5)	(5)	(5)	(5)		59,606	(5)	(5)	(5)	(5)	(5)
Massachusetts	1,220,295	[4] 10,007	[4] 267,953	272,062	208,782	194,172	267,319	12,847,629	101,949	2,706,048	2,864,296	2,213,714	2,084,836	2,876,786
Minnesota	471,692	6	23,312	94,704	144,263	119,639	89,768	4,892,772	66	260,140	1,034,391	1,493,357	1,210,868	893,950
Mississippi [3]	53,557				2,231	19,026	32,300	338,607				15,220	121,980	201,407
New Hampshire	165,028	38	26,298	41,258	37,375	30,735	29,324	1,516,616	456	241,388	374,700	337,726	282,028	280,318
New York	4,008,834	0	[4] 306,226	[4] 899,389	773,519	1,159,260	870,440	46,837,260	0	[4] 3,518,532	[4] 10,333,955	8,822,827	13,891,929	10,270,017
North Carolina		1,218	(5)	(5)	(5)	(5)	(5)		8,388	(5)	(5)	(5)	(5)	(5)
Oregon		(5)	27,587	86,253	80,172	55,009	41,012		(5)	345,337	1,057,093	972,026	658,412	486,265
Pennsylvania	3,354,525	0	416,841	879,439	794,091	493,211	770,943	37,752,823	0	4,764,780	10,006,562	8,886,653	5,631,572	8,463,256
Rhode Island	631,228	18,335	133,289	189,405	115,680	95,913	78,606	5,907,338	164,277	1,185,464	1,759,615	1,093,323	927,407	777,752
Tennessee	456,411	0	54,373	109,744	98,056	89,322	104,916	3,314,016	0	371,827	773,018	738,681	656,191	774,299
Texas	405,062	3,591	46,578	80,251	86,410	85,030	103,202	3,592,175	31,412	406,130	712,098	772,543	752,092	917,900
Utah	132,790	3,359	26,406	34,151	26,306	24,535	18,033	1,504,868	39,346	303,532	382,103	300,230	272,423	207,234
Vermont	54,042	0	9,774	19,223	11,553	7,582	5,910	504,195	0	96,029	179,917	103,966	69,956	54,327
Virginia	287,168	536	12,045	87,097	73,125	52,714	61,651	2,290,470	4,081	91,579	667,569	584,217	431,961	511,063
West Virginia		(5)	91,977	154,111	138,953	128,316	126,154		(5)	914,248	1,576,917	1,522,154	1,443,530	1,421,673
Wisconsin	511,047	67,271	117,927	117,176	78,795	58,164	71,714	5,039,775	656,825	1,140,133	1,127,220	763,872	593,132	758,593

	Partial unemployment													
Total		8,202	39,836	183,055	219,664	256,332	349,631		$38,904	$230,609	$1,027,403	$1,220,976	$1,420,500	$1,854,666
Alabama	116,505	0	2,283	16,985	23,903	34,977	38,357	$552,081	0	11,861	78,976	117,498	164,407	179,339
California	64,305	0	1,280	33,331	27,903	164	1,627	343,095	0	7,037	179,102	147,611	1,022	8,323
Connecticut		0	(2)	(2)	2,502	12,049	(2)	89,397	0	(2)	(2)	15,820	73,577	(2)
District of Columbia	9,288	0	120	1,858	2,432	2,600	2,278	53,286	0	822	10,733	13,467	15,000	13,264
Indiana [3]	52,579				100	11,919	40,560	307,075				392	69,744	236,939
Louisiana	184,455	1,490	10,323	37,375	39,321	46,134	49,812	1,154,061	10,505	63,421	232,016	243,529	289,979	314,611
Maine		(2)	1,371	5,684	6,909	21,913	27,628		(2)	8,608	32,012	37,797	111,200	153,997
Maryland		19	(2)	(2)	(2)	(2)	(2)		134	(2)	(2)	(2)	(2)	(2)
New Hampshire	27,955	0	1,206	6,457	6,179	6,686	7,427	140,905	0	7,108	29,986	29,902	33,525	40,384
North Carolina		20	(2)	(2)	(2)	(2)	(2)		91	(2)	(2)	(2)	(2)	(2)
Oregon		(2)	1,659	9,111	14,084	11,338	9,571		(2)	11,924	61,057	89,424	72,799	60,541
Rhode Island	117,104	0	6,630	25,087	28,678	28,945	27,764	632,314	0	40,027	140,255	151,977	155,287	144,768
Tennessee	14,044	0	0	0	0	1,044	13,000	58,165	0	0	0	0	6,684	51,481
Texas	31,945	149	2,861	5,726	6,851	7,004	9,354	183,462	949	16,417	33,387	40,188	38,947	53,574
Utah	3,402	0	0	538	524	919	1,421	25,360	0	0	3,883	4,247	6,817	10,413
Vermont	7,874	0	490	1,793	1,738	1,778	2,075	41,283	0	2,827	10,588	9,774	9,171	8,923
Virginia	86,394	8	464	8,331	12,613	16,861	48,117	318,560	32	1,959	31,557	45,514	67,596	171,902
West Virginia		(2)	5,749	23,659	36,839	44,353	60,099		(2)	37,992	153,493	232,713	270,824	360,620
Wisconsin	46,313	6,516	5,400	7,120	9,088	7,648	10,541	198,788	27,193	20,606	30,358	41,123	33,921	45,587

[1] See p. 177 for classification of claims and benefit payments according to type of unemployment.

[2] Arizona and Minnesota reported no payments for partial unemployment. Massachusetts, Mississippi, New York, and Pennsylvania have no provisions in State laws for benefit payments for partial unemployment.

[3] Began benefit payments in April.

[4] Estimated.

[5] Break-down for total unemployment and partial unemployment not available.

Table C–6.—Unemployment compensation: Number of benefit payments for total and partial unemployment,[1] by amounts of benefit checks and by States, January–June 1938

[Data reported by State agencies,[2] corrected to Aug. 27, 1938]

State	Total	Number of benefit payments in amounts of—									Average benefit payment
		Less than $2.00	$2.00 to $3.99	$4.00 to $5.99	$6.00 to $7.99	$8.00 to $9.99	$10.00 to $11.99	$12.00 to $13.99	$14.00 to $15.99	$16.00 and over	
	Total unemployment										
Total for 19 States reporting	6,142,394	88,522	242,399	661,994	1,202,119	1,109,176	905,279	656,343	1,274,727	1,835	$9.61
Alabama	464,102	15,542	54,948	82,494	126,523	86,269	42,364	22,357	32,055	[3] 1,550	7.36
Arizona [4]	79,370	688	1,530	2,633	6,845	7,720	12,217	10,233	37,504	----------	11.99
California	963,729	11,798	26,406	26,783	290,236	171,053	147,945	106,157	183,351	----------	9.83
Connecticut [5]	240,503	4,517	10,693	13,268	39,888	42,795	38,642	30,176	60,524	----------	10.37
District of Columbia	84,056	794	5,190	14,972	16,923	12,952	9,405	5,819	17,995	6	9.01
Indiana [6]	128,423	8	24	748	4,173	9,376	14,025	18,755	81,314	----------	13.28
Louisiana	43,991	614	1,887	13,090	11,168	6,678	3,532	2,092	4,930	----------	7.86
Maine [7]	205,896	3,846	6,440	28,531	46,592	58,915	28,372	14,025	19,157	[8] 18	8.73
Massachusetts	1,220,295	14	97	60,003	179,067	286,541	227,315	154,404	312,593	[9] 261	10.53
Minnesota [4]	471,686	5,278	13,780	32,242	92,226	67,134	68,069	68,244	124,713	----------	10.37
Mississippi [6]	53,557	4,202	10,939	14,536	10,752	4,590	2,546	1,674	4,318	----------	6.32
New Hampshire [4]	164,990	950	3,048	17,325	31,892	42,604	29,470	18,022	21,679	----------	9.19
Oregon [4]	290,033	3,171	4,562	5,069	24,787	28,481	40,821	59,512	123,630	----------	12.13
Tennessee	456,411	11,479	47,154	140,492	100,948	68,306	34,297	19,560	34,175	----------	7.26
Texas	405,062	5,316	10,816	104,891	79,780	57,877	40,712	29,033	76,637	----------	8.87
Utah [10]	18,033	361	546	612	2,352	1,603	2,519	3,267	6,773	----------	11.49
Vermont	54,042	1,176	1,686	5,379	8,746	15,360	10,102	4,887	6,706	----------	9.33
Virginia	287,168	13,618	19,898	66,045	63,805	45,020	22,640	19,716	36,426	----------	7.98
Wisconsin	511,047	5,150	22,755	32,881	65,416	95,902	130,286	68,410	90,247	----------	9.86

	Partial unemployment										
Total for 15 States reporting	703,337	80,342	196,181	177,053	110,853	70,034	38,315	18,231	12,117	211	$5.28
Alabama	116,505	15,546	38,290	30,427	16,670	9,384	4,009	1,425	663	91	4.74
California	64,305	7,483	15,772	15,777	14,018	6,429	3,327	1,323	176	----------	5.34
Connecticut [5]	14,551	11	4,037	3,741	3,181	1,843	1,110	523	105	----------	6.14
District of Columbia	9,288	1,075	1,885	2,146	1,749	1,172	728	345	164	24	5.74
Indiana [6]	52,579	5,270	10,967	10,305	7,396	10,325	5,556	2,231	529	----------	5.84
Louisiana [11]	147,080	11,647	24,478	45,951	26,142	15,643	8,409	6,030	8,780	----------	6.27
Maine [7]	35,877	1,615	11,777	10,228	6,702	3,290	1,559	559	146	1	5.29
New Hampshire [4]	27,955	3,312	7,344	6,719	4,532	3,148	1,665	782	358	95	5.04
Oregon [4]	45,763	3,593	8,036	10,166	8,622	7,715	5,267	2,169	195	----------	6.46
Tennessee	14,044	30	8,323	3,640	1,328	474	133	96	20	----------	4.14
Texas	31,945	201	11,210	8,172	5,040	3,269	2,533	1,506	14	----------	5.74
Utah [11]	2,864	262	456	558	381	439	177	106	485	----------	7.50
Vermont	7,874	542	2,369	2,096	1,490	767	396	167	47	----------	5.24
Virginia	86,394	22,316	32,275	18,086	6,861	4,776	1,557	485	38	----------	3.69
Wisconsin	46,313	7,439	18,962	9,041	6,741	1,360	1,889	484	397	----------	4.29

[1] See p. 177 for classification of claims and benefit payments according to type of unemployment.

[2] By Aug. 27, 1938, no reports showing distribution by size of payment had been received for any month from January to June from the following States: Maryland, New York, North Carolina, Pennsylvania, Rhode Island, and West Virginia. Arizona and Minnesota reported no payments for partial unemployment. Massachusetts, Mississippi, New York, and Pennsylvania have no provisions in State laws for benefit payments for partial unemployment.

[3] Represents supplementary payments.

[4] January not included.

[5] April and May only.

[6] Began benefit payments in April 1938.

[7] January and June not included.

[8] Represents consolidated payments.

[9] Represents lump-sum payments.

[10] June only.

[11] March not included.

Table C–7.—Unemployment compensation: Percentage distribution of number of benefit payments for total and partial unemployment,[1] by amounts of benefit checks and by States, January–June 1938

[Data reported by State agencies,[2] corrected to Aug. 27, 1938]

State	Total	Percentage distribution of number of benefit payments in amounts of—								
		Less than $2.00	$2.00 to $3.99	$4.00 to $5.99	$6.00 to $7.99	$8.00 to $9.99	$10.00 to $11.99	$12.00 to $13.99	$14.00 to $15.99	$16.00 and over
	Total unemployment									
Total for 19 States reporting	100.0	1.4	4.0	10.7	19.6	18.1	14.8	10.7	20.7	[3]
Alabama	100.0	3.3	11.8	17.7	27.3	18.6	9.2	4.9	6.9	0.3
Arizona [4]	100.0	.8	1.9	3.3	8.7	9.7	15.4	12.9	47.3	-------
California	100.0	1.2	2.8	2.8	30.1	17.7	15.4	11.0	19.0	-------
Connecticut [5]	100.0	2.0	4.4	5.5	16.6	17.7	16.1	12.5	25.2	-------
District of Columbia	100.0	1.0	6.2	17.9	20.1	15.4	11.2	6.9	21.3	[3]
Indiana [6]	100.0	[3]	[3]	.6	3.2	7.3	10.9	14.6	63.4	-------
Louisiana	100.0	1.4	4.3	29.8	25.4	15.1	8.1	4.7	11.2	-------
Maine [7]	100.0	1.9	3.1	13.8	22.7	28.6	13.8	6.8	9.3	-------
Massachusetts	100.0	[3]	[3]	5.0	14.6	23.5	18.6	12.7	25.6	[3]
Minnesota [4]	100.0	1.1	3.0	6.9	19.6	14.2	14.4	14.4	26.4	-------
Mississippi [6]	100.0	7.8	20.4	27.2	20.1	8.6	4.7	3.1	8.1	-------
New Hampshire [4]	100.0	.6	1.8	10.5	19.3	25.8	17.9	10.9	13.2	-------
Oregon [4]	100.0	1.1	1.6	1.7	8.5	9.8	14.1	20.5	42.7	-------
Tennessee	100.0	2.5	10.4	30.8	22.1	14.9	7.5	4.3	7.5	-------
Texas	100.0	1.4	2.7	25.9	19.7	14.3	10.0	7.1	18.9	-------
Utah [6]	100.0	2.0	3.0	3.3	13.0	8.9	14.0	18.2	37.6	-------
Vermont	100.0	2.1	3.1	10.0	16.2	28.4	18.7	9.1	12.4	-------
Virginia	100.0	4.7	6.9	23.0	22.3	15.7	7.8	6.9	12.7	-------
Wisconsin	100.0	1.0	4.5	6.4	12.8	18.8	25.5	13.4	17.6	-------
	Partial unemployment									
Total for 15 States reporting	100.0	11.4	27.9	25.2	15.8	9.9	5.5	2.6	1.7	[3]
Alabama	100.0	13.4	32.9	26.1	14.2	8.1	3.5	1.2	.5	0.1
California	100.0	11.6	24.5	24.5	21.8	10.0	5.2	2.1	.3	-------
Connecticut [5]	100.0	.1	27.7	25.7	21.9	12.7	7.6	3.6	.7	-------
District of Columbia	100.0	11.6	20.3	23.1	18.8	12.6	7.8	3.7	1.8	.3
Indiana [6]	100.0	10.0	20.9	19.6	14.1	19.6	10.6	4.2	1.0	-------
Louisiana [9]	100.0	7.9	16.6	31.3	17.7	10.7	5.8	4.1	5.9	-------
Maine [7]	100.0	4.6	32.8	28.5	18.7	9.2	4.3	1.5	.4	[3]
New Hampshire [4]	100.0	11.9	26.2	24.0	16.2	11.3	6.0	2.8	1.3	.3
Oregon [4]	100.0	7.8	17.5	22.2	18.9	16.9	11.5	4.8	.4	-------
Tennessee	100.0	.2	59.3	26.0	9.5	3.3	.9	.7	.1	-------
Texas	100.0	.6	35.1	25.5	15.8	10.3	8.0	4.7	[3]	-------
Utah [9]	100.0	9.2	15.9	19.5	13.3	15.3	6.1	3.7	17.0	-------
Vermont	100.0	6.9	30.1	26.6	18.9	9.7	5.1	2.1	.6	-------
Virginia	100.0	25.9	37.4	20.9	8.0	5.5	1.8	.5	[3]	-------
Wisconsin	100.0	16.1	40.9	19.5	14.6	2.9	4.1	1.1	.8	-------

[1] See p. 177 for classification of claims and benefit payments according to type of unemployment.

[2] By Aug. 27, 1938, no reports showing distribution by size of payment had been received for any month from January to June from the following States: Maryland, New York, North Carolina, Pennsylvania, Rhode Island, and West Virginia. Arizona and Minnesota reported no payments for partial unemployment. Massachusetts, Mississippi, New York, and Pennsylvania have no provisions in State laws for benefit payments for partial unemployment.

[3] Less than 0.1 percent.

[4] January not included.

[5] April and May only.

[6] Began benefit payments in April 1938.

[7] January and June not included.

[8] June only.

[9] March not included.

Table C–8.—Unemployment compensation: Cumulative percentage distribution of number of benefit payments for total and partial unemployment, [1] by amounts of benefit checks and by States, January–June 1938

[Data reported by State agencies,[2] corrected to Aug. 27, 1938]

State	Cumulative percentage distribution of number of benefit payments in amounts of—								
	Less than $2.00	$2.00 to $3.99	$4.00 to $5.99	$6.00 to $7.99	$8.00 to $9.99	$10.00 to $11.99	$12.00 to $13.99	$14.00 to $15.99	$16.00 and over
Total unemployment									
Total for 19 States reporting	1.4	5.4	16.1	35.7	53.8	68.6	79.3	100.0	(3)
Alabama	3.3	15.1	32.8	60.1	78.7	87.9	92.8	99.7	100.0
Arizona [4]	.8	2.7	6.0	14.7	24.4	39.8	52.7	100.0	--------
California	1.2	4.0	6.8	36.9	54.6	70.0	81.0	100.0	--------
Connecticut [5]	2.0	6.4	11.9	28.5	46.2	62.3	74.8	100.0	--------
District of Columbia	1.0	7.2	25.1	45.2	60.6	71.8	78.7	100.0	(3)
Indiana [6]	(3)	(3)	.6	3.8	11.1	22.0	36.6	100.0	--------
Louisiana	1.4	5.7	35.5	60.9	76.0	84.1	88.8	100.0	--------
Maine [7]	1.9	5.0	18.8	41.5	70.1	83.9	90.7	100.0	--------
Massachusetts	(3)	(3)	5.0	19.6	43.1	61.7	74.4	100.0	(3)
Minnesota [4]	1.1	4.1	11.0	30.6	44.8	59.2	73.6	100.0	--------
Mississippi [6]	7.8	28.2	55.4	75.5	84.1	88.8	91.9	100.0	--------
New Hampshire [4]	.6	2.4	12.9	32.2	58.0	75.9	86.8	100.0	--------
Oregon [4]	1.1	2.7	4.4	12.9	22.7	36.8	57.3	100.0	--------
Tennessee	2.5	12.9	43.7	65.8	80.7	88.2	92.5	100.0	--------
Texas	1.4	4.1	30.0	49.7	64.0	74.0	81.1	100.0	--------
Utah [8]	2.0	5.0	8.3	21.3	30.2	44.2	62.4	100.0	--------
Vermont	2.1	5.2	15.2	31.4	59.8	78.5	87.6	100.0	--------
Virginia	4.7	11.6	34.6	56.9	72.6	80.4	87.3	100.0	--------
Wisconsin	1.0	5.5	11.9	24.7	43.5	69.0	82.4	100.0	--------
Partial unemployment									
Total for 15 States reporting	11.4	39.3	64.5	80.3	90.2	95.7	98.3	100.0	(3)
Alabama	13.4	46.3	72.4	86.6	94.7	98.2	99.4	99.9	100.0
California	11.6	36.1	60.6	82.4	92.4	97.6	99.7	100.0	--------
Connecticut [5]	.1	27.8	53.5	75.4	88.1	95.7	99.3	100.0	--------
District of Columbia	11.6	31.9	55.0	73.8	86.4	94.2	97.9	99.7	100.0
Indiana [6]	10.0	30.9	50.5	64.6	84.2	94.8	99.0	100.0	--------
Louisiana [9]	7.9	24.5	55.8	73.5	84.2	90.0	94.1	100.0	--------
Maine [7]	4.6	37.4	65.9	84.6	93.8	98.1	99.6	100.0	(3)
New Hampshire [4]	11.9	38.1	62.1	78.3	89.6	95.6	98.4	99.7	100.0
Oregon [4]	7.8	25.3	47.5	66.4	83.3	94.8	99.6	100.0	--------
Tennessee	.2	59.5	85.5	95.0	98.3	99.2	99.9	100.0	--------
Texas	.6	35.7	61.2	77.0	87.3	95.3	100.0	(3)	--------
Utah [9]	9.2	25.1	44.6	57.9	73.2	79.3	83.0	100.0	--------
Vermont	6.9	37.0	63.6	82.5	92.2	97.3	99.4	100.0	--------
Virginia	25.9	63.3	84.2	92.2	97.7	99.5	100.0	(3)	--------
Wisconsin	16.1	57.0	76.5	91.1	94.0	98.1	99.2	100.0	--------

[1] See p. 177 for classification of claims and benefit payments according to type of unemployment.

[2] By Aug. 27, 1938, no reports showing distribution by size of payment had been received for any month from January to June from the following States: Maryland, New York, North Carolina, Pennsylvania, Rhode Island, and West Virginia. Arizona and Minnesota reported no payments for partial unemployment. Massachusetts, Mississippi, New York, and Pennsylvania have no provisions in State laws for benefit payments for partial unemployment.

[3] Less than 0.1 percent.

[4] January not included.

[5] April and May only.

[6] Began benefit payments in April 1938.

[7] January and June not included.

[8] June only.

[9] March not included.

Table C–9.—Unemployment compensation: Summary of decisions of first appeal body on claims for unemployment benefits, by issues involved, for 15 reporting States, January–June 1938

[Data based on State decisions received by the Social Security Board, January–June 1938]

Issue	Total decisions by first appeal body		Action on appeals by claimants		Action on appeals by employers		Action on appeals referred by deputies	
	Number	Percent	Prior determination affirmed; benefits denied or not modified	Prior determination reversed; benefits allowed or modified	Prior determination affirmed; benefits allowed or not modified	Prior determination reversed; benefits denied or modified	Benefits allowed	Benefits denied
	Total decisions for 15 States, by issues							
Total, all issues	[1] 3,272	100.0	617	2,423	168	61	1	-------
Claim and registration procedure	198	6.0	84	114	----------	----------	-------	-------
Capable and available for work	31	.9	12	12	5	2	-------	-------
Waiting period	16	.5	10	6	----------	----------	-------	-------
Coverage	[1] 215	6.5	40	87	84	3	-------	-------
Employment exclusions	31	.9	12	11	5	3	-------	-------
Multistate workers	12	.3	5	7	----------	----------	-------	-------
Size-of-firm exclusions	[1] 22	.7	5	16	----------	----------	-------	-------
Seasonality	98	3.0	7	14	77	----------	-------	-------
Miscellaneous	52	1.6	11	39	2	----------	-------	-------
Wage credits	[1] 2,028	62.0	155	1,871	----------	1	-------	-------
Sufficiency	446	13.6	74	371	----------	1	-------	-------
Benefit rate and duration	[1] 1,289	39.4	63	1,225	----------	----------	-------	-------
Other	293	9.0	18	275	----------	----------	-------	-------
Disqualifying conditions	693	21.2	255	315	70	52	1	-------
Labor dispute	66	2.0	23	35	1	7	-------	-------
Misconduct	270	8.3	79	115	49	27	-------	-------
Voluntary leaving	327	10.0	144	149	17	16	1	-------
Refusal of suitable work	30	.9	9	16	3	2	-------	-------
Other compensation	2	.1	2	----------	----------	----------	-------	-------
Not unemployed	43	1.3	18	14	8	3	-------	-------
Miscellaneous	45	1.4	41	3	1	----------	-------	-------
Unknown	1	.1	----------	1	----------	----------	-------	-------
State	Total decisions for individual States, all issues							
Total, 15 States	[1] 3,272	100.0	617	2,423	168	61	1	-------
Arizona	5	.2	1	4	----------	----------	-------	-------
California	2	.1	----------	2	----------	----------	-------	-------
Indiana	2	.1	----------	1	1	----------	-------	-------
Maine	17	.5	5	8	1	3	-------	-------
Maryland	3	.1	1	2	----------	----------	-------	-------
Massachusetts	5	.2	1	----------	2	2	-------	-------
New Hampshire	19	.6	8	11	----------	----------	-------	-------
New York	[1] 501	15.3	171	327	1	----------	-------	-------
North Carolina	3	.1	3	----------	----------	----------	-------	-------
Oregon	151	4.6	24	28	91	8	-------	-------
Pennsylvania [2]	2,308	70.5	316	1,990	1	1	-------	-------
Tennessee	8	.2	4	3	----------	----------	1	-------
Utah	7	.2	2	3	2	----------	-------	-------
West Virginia	6	.2	4	2	----------	----------	-------	-------
Wisconsin	235	7.1	77	42	69	47	-------	-------

[1] Under the issues of size-of-firm exclusion and benefit rate and duration, 2 cases are included on which no determinations were made. Both of these cases occurred in the State of New York.

[2] The disproportionately large number of Pennsylvania decisions may be accounted for by the following facts: Employers of 1 or more are covered; all disputed claims go to appeal authorities since no adjustment procedure had been in operation during this period; and during the early stage of benefit determination it was to be expected that many disputes concerning wage credits would arise.

Table C–10.—Unemployment compensation: Total number of referees' decisions, number in which benefits were allowed or disallowed, and number in which waiting period was extended, by type of issue, State of New York, January–June 1938 [1]

Type of issue	Total number of referees' decisions [2]	Number of decisions allowing or disallowing benefits		Number of decisions prolonging waiting period to 10 weeks [3]
		Allowed	Disallowed	
All issues	1,824	1,180	363	281
Percent of total	*100.0*	*64.7*	*19.9*	*15.4*
Definition of covered employment	153	107	46	0
Definition of employee	102	73	29	0
Definition of wages	4	2	2	0
Misconduct	527	393	0	134
Strike, lockout, or other industrial controversy	352	206	0	146
Willful misstatement	11	10	0	1
Availability and capability for work	582	318	264	0
Definition of total unemployment	39	22	17	0
Failure to report at local office	531	288	243	0
Capability for work	12	8	4	0
Refusal to accept offer of employment	22	10	12	0
Wages and/or hours	4	1	3	0
Other working conditions	2	1	1	0
Other issues of suitability	4	0	4	0
Not a genuine offer	9	8	1	0
No reason given	3	0	3	0
Other issues	71	61	10	0
Insufficient earnings	2	2	0	0
Rate and duration	44	44	0	0
Waiting period, accumulation of	20	10	10	0
Miscellaneous	5	5	0	0

[1] State of New York, Department of Labor, *The Industrial Bulletin*, Vol. 17, No. 7 (July 1938), p. 346.

[2] After the initial determination of benefit eligibility, amount, and duration by the manager of an employment office or his deputy, appeals may be taken before a referee or a claims reviewer. Further appeal may be taken to the State Appeal Board.

[3] The New York law requires the extension of the normal waiting period of 3 weeks to 10 weeks in cases where the claimant for benefits has lost his employment through misconduct, or because of an industrial dispute at his place of employment, or if he makes a false statement or representation in order to obtain benefits.

Table C–11.—Unemployment compensation: Actions on cases before the appeal tribunals of local unemployment compensation offices and before the Industrial Commission for review of initial determinations, State of Wisconsin, January–June 1938

Action	Record of actions during—						
	January–June	January	February	March	April	May	June
Cases before appeal tribunals for review	942	162	166	163	165	155	131
Pending, beginning of period	504	85	89	91	86	88	65
Commenced during period	438	77	77	72	79	67	66
Cases closed by appeal tribunals, total	463	73	75	77	77	90	71
Withdrawn	58	11	12	8	11	10	6
Dismissed	37	7	6	3	4	9	8
Decisions and initial determinations amended by deputy	5	0	0	0	0	3	2
Decisions	338	52	46	62	58	68	52
Deputy's decision affirmed	203	36	22	40	40	30	35
Deputy's decision reversed	120	16	18	21	17	36	12
Deputy's decision amended	15	0	6	1	1	2	5
Other disposition (by stipulation, etc.)	15	2	5	2	4	0	2
Transferred to Commission on its own motion	10	1	6	2	0	0	1
Cases pending, end of period	479	89	91	86	88	65	60
Cases before Industrial Commission for review	118	15	20	22	15	32	14
Pending, beginning of period	23	5	5	4	3	4	2
Transferred to Commission:							
On its own motion	0	0	0	0	0	0	0
By petition for review	23	5	5	4	3	4	2
Commenced during period	95	10	15	18	12	28	12
Cases closed by Industrial Commission	98	10	16	19	11	30	12
Decisions	98	10	16	19	11	30	12
In cases before Commission on its own motion	10	1	6	2	0	0	1
Deputy's decision affirmed	5	0	3	1	0	0	1
Deputy's decision reversed	4	1	3	0	0	0	0
Deputy's decision amended	1	0	0	1	0	0	0
In cases before Commission on petition for review	88	9	10	17	11	30	11
Appeal board decision affirmed	85	9	9	16	10	30	11
Appeal board decision reversed	2	0	1	1	0	0	0
Appeal board decision amended	1	0	0	0	1	0	0
Cases pending, end of period	20	5	4	3	4	2	2

Table C–12.—Unemployment compensation: Total funds available for benefits, contributions, interest, benefits charged, and ratios of benefits charged to contributions collected since benefits were first payable and to cumulative collections and interest, as of June 30, 1938

[Data reported by State agencies,[1] corrected to Aug. 3, 1938]

State	Month and year benefits first payable	Total funds available for benefits		Cumulative collections and interest credited [In thousands of dollars]			Collections since benefits first payable [4] [In thousands]	Benefits charged [In thousands]	Ratio of benefits charged—*Percent*	
		Amount [2] [In thousands]	Index [3]	Total collections and interest	Collections [4]	Interest [1]			To collections since benefits first payable	To cumulative collections and interest
Total		$508,680	106.5	$692,787	$679,998	$12,789	$204,791	[5] $179,230	87.5	25.9
States on monthly contribution basis, total		220,519	108.7	307,707	301,717	5,990	99,099	[6] 84,039	84.8	27.3
District of Columbia	January 1938	8,332	141.4	9,144	8,956	188	3,166	811	25.6	8.9
Louisiana [6]	do	10,492	137.8	12,152	11,951	201	4,392	1,500	34.2	12.3
Mississippi	April 1938	3,152	108.7	3,509	3,444	65	574	339	59.1	9.7
New Hampshire	January 1938	3,911	92.6	5,591	5,487	104	1,297	1,658	127.8	29.7
New York	do	106,501	108.9	154,107	151,259	2,848	54,499	47,348	86.9	30.7
North Carolina	do	9,345	99.8	14,170	13,931	239	4,641	4,760	102.6	33.6
Oregon	do	4,854	83.3	8,722	8,563	159	2,803	3,839	137.0	44.0
Rhode Island [6]	do	5,448	68.6	11,922	11,729	193	3,904	6,441	165.0	54.0
Texas	do	26,848	136.6	30,725	30,189	536	10,695	3,705	34.6	12.1
Vermont	do	1,557	110.3	2,105	2,071	34	676	546	80.8	25.9
West Virginia	do	6,614	65.2	14,620	14,420	200	4,327	7,964	184.1	54.5
Wisconsin	July 1936	33,465	111.1	40,940	39,717	1,223	[7] 8,125	[5] 5,128	[7] 63.1	18.1
States on quarterly contribution basis, total		288,161	104.9	385,080	378,281	6,799	105,692	95,191	90.1	24.7
Alabama [6]	January 1938	7,745	88.1	11,767	11,559	208	2,828	3,967	140.3	33.7
Arizona	do	1,830	91.4	2,803	2,759	44	768	961	125.1	34.3
California [6]	do	82,898	124.1	93,262	91,549	1,713	25,217	9,883	39.2	10.6
Connecticut	do	13,453	88.4	21,002	20,647	355	5,534	7,548	136.4	35.9
Indiana [8]	April 1938	27,556	102.3	29,753	29,065	688	2,480	2,012	81.1	6.8
Maine	January 1938	2,443	65.3	5,050	4,967	83	1,253	2,590	206.7	51.3
Maryland	do	8,036	88.7	13,844	13,645	199	4,683	5,755	122.9	41.6
Massachusetts [6]	do	46,083	110.9	59,178	58,120	1,058	16,882	12,848	76.1	21.7
Minnesota	do	12,207	102.9	17,139	16,878	261	5,077	4,862	95.8	28.4
Pennsylvania	do	67,471	96.2	105,230	103,478	1,752	33,842	37,282	110.2	35.4
Tennessee	do	7,224	93.4	10,615	10,439	176	2,753	3,344	121.5	31.5
Utah	do	1,861	73.1	3,405	3,347	58	819	1,530	186.8	44.9
Virginia	do	9,354	112.4	12,032	11,828	204	3,556	2,609	73.4	21.7

[1] All data reported by State agencies except "Interest," which is reported by the U. S. Treasury.

[2] Represents sum of balances at end of month in State clearing account and benefit-payment account and unemployment trust fund maintained in U. S. Treasury.

[3] For all States the index is based upon the funds available for benefits as of the end of the month prior to that in which benefits were first payable, except for Wisconsin; for that State, the index is based upon the funds available as of Dec. 31, 1937.

[4] Includes contributions, plus penalties and interest collected from employers.

[5] Excludes benefits approximating $2,263,000 paid by Wisconsin before January 1938. This amount is included in computation of the ratio shown in the last column.

[6] Employee contributions of 1 percent are collected in Alabama, California, and Massachusetts; of 0.5 percent in Louisiana; and of 1.5 percent in Rhode Island.

[7] Contributions and benefit payments are cumulated since Jan. 1, 1938.

[8] State also collects contributions monthly, but quarterly contributions predominate.

Table C–13.—Unemployment compensation: Percentage distribution of expenditures for State unemployment compensation administration, exclusive of employment service expenditures, by budget categories, fiscal year 1937–38

State	Percent of administrative expenditures													
	Total expenditures	Equipment	Current expenditures											
			Personnel services	Other current expenditures										
				Total	Supplies	Telephone and telegraph	Postage	Travel expenses	Printing and binding	Heat, light, and water	Rent of premises	Rent of equipment	Repairs and alterations	Miscellaneous
Total	100.00	10.09	63.67	26.24	3.89	0.72	5.69	3.84	5.21	0.27	2.66	1.66	0.53	1.77
States in which benefits payable during fiscal year 1937–38	100.00	9.51	64.15	26.34	3.95	.67	6.31	3.26	5.24	.27	2.59	1.73	.44	1.88
Alabama	100.00	10.42	56.78	32.80	5.37	.77	7.42	8.50	7.07	.01	2.34	.54	.29	.49
Arizona	100.00	11.86	57.96	30.18	4.57	1.18	3.86	6.63	7.63	.01	2.40	1.47	.36	2.07
California	100.00	12.06	61.80	26.14	4.63	1.16	4.28	2.37	5.67	.07	2.66	2.70	.20	2.40
Connecticut	100.00	9.24	70.05	20.71	2.89	.28	4.68	1.74	6.29	.33	2.08	.99	.37	1.06
District of Columbia	100.00	6.28	82.95	10.77	6.49	.59	1.71	0	.66	.72	.29	.01	.20	.10
Indiana	100.00	16.06	55.14	28.80	4.99	.51	3.35	7.67	7.18	.15	.77	3.18	.54	.46
Louisiana	100.00	12.93	56.70	30.37	3.13	.66	5.23	5.40	12.09	.25	1.20	.35	.41	1.65
Maine	100.00	12.67	61.33	26.00	5.02	.91	6.00	3.96	4.66	.53	1.53	.21	.48	2.70
Maryland	100.00	8.74	63.31	27.95	2.83	.65	5.47	3.42	5.14	.03	4.16	3.16	.25	2.84
Massachusetts	100.00	7.58	68.67	23.75	5.28	.45	5.18	1.48	3.62	.23	2.55	3.52	.18	1.26
Minnesota	100.00	8.26	68.18	23.56	3.43	.40	3.79	2.46	5.47	.63	2.54	3.46	.23	1.15
Mississippi	100.00	9.77	61.31	28.92	3.78	.48	3.41	8.86	8.99	.55	1.51	.30	.25	.79
New Hampshire	100.00	10.66	64.09	25.25	4.62	1.43	4.63	4.33	4.07	1.00	.88	.83	1.43	2.03
New York	100.00	6.90	56.66	36.44	4.20	.74	11.58	1.57	5.68	.38	5.79	2.92	.80	2.78
North Carolina	100.00	13.71	65.22	21.07	2.85	.37	4.09	6.02	4.79	.24	1.17	.11	.46	.97
Oregon	100.00	12.69	62.38	24.93	2.11	.74	5.07	4.18	7.33	.01	1.49	1.92	.98	1.10
Pennsylvania	100.00	8.43	73.10	18.47	3.42	.33	6.23	2.05	2.68	.31	1.01	.26	.09	2.09
Rhode Island	100.00	5.99	72.15	21.86	3.53	.64	.83	2.72	1.66	.35	3.18	2.58	2.50	3.87
Tennessee	100.00	13.84	60.93	25.23	4.01	.42	7.44	3.75	4.44	0	2.92	.53	.14	1.58
Texas	100.00	10.60	56.03	33.37	2.45	.78	6.82	11.09	7.66	.44	1.71	1.17	.19	1.06

Utah	100.00	7.11	67.86	25.03	5.20	.90	3.86	3.43	3.82	(1)	3.27	.42	.96	3.17
Vermont	100.00	19.32	54.81	25.87	6.32	1.09	3.23	7.82	3.55	.40	2.09	.14	.58	.65
Virginia	100.00	13.68	63.19	23.13	4.26	.80	4.33	3.57	6.14	0	2.56	.26	.12	1.09
West Virginia	100.00	10.41	62.74	26.85	3.51	.71	7.71	3.65	9.07	0	.20	.60	.80	.60
Wisconsin	100.00	3.82	66.33	29.85	2.27	1.69	7.46	3.44	8.65	.32	3.14	.52	.24	2.12
States in which benefits first payable after July 1, 1938 [2]	100.00	12.46	61.69	25.85	3.71	.90	3.11	6.26	5.10	.25	2.95	1.37	.88	1.32
Alaska	100.00	19.39	58.89	21.72	4.66	.72	1.70	4.97	2.53	.33	3.80	0	.15	2.86
Arkansas	100.00	8.23	61.30	30.47	3.60	.83	5.59	8.97	3.76	0	2.82	4.28	.10	.52
Colorado	100.00	8.16	70.74	21.10	3.50	.80	1.66	5.36	3.73	0	4.97	.24	.01	.83
Delaware	100.00	14.81	63.92	21.27	3.20	.85	2.12	4.33	4.65	.80	.37	.07	3.24	1.64
Florida	100.00	10.92	53.22	35.86	4.89	.79	4.90	9.52	8.55	.60	1.75	1.95	.66	2.25
Georgia	100.00	10.25	64.56	25.19	3.84	.62	2.97	5.34	4.22	.50	4.93	1.39	.26	1.12
Hawaii	100.00	16.20	58.69	25.11	3.10	.87	2.06	5.66	7.56	.01	3.54	.09	.21	2.01
Idaho	100.00	8.43	67.80	23.77	5.98	.89	3.39	8.72	.10	.58	2.74	.32	.42	.63
Illinois	100.00	14.93	57.11	27.96	3.20	.81	4.09	2.99	5.96	.32	3.85	4.47	.65	1.62
Iowa	100.00	11.90	61.65	26.45	3.34	.50	2.88	7.74	6.12	0	2.73	1.60	.24	1.30
Kansas	100.00	7.56	60.48	31.96	6.48	1.20	2.58	6.05	5.60	.03	4.74	4.08	.17	1.03
Kentucky	100.00	11.05	68.38	20.57	1.30	.64	2.81	8.07	3.22	.08	.29	.12	2.84	1.20
Michigan	100.00	18.28	53.53	28.19	4.90	1.45	2.18	4.23	9.23	.03	3.88	.52	.06	1.71
Missouri	100.00	11.26	63.57	25.17	4.93	.64	4.71	6.80	5.04	0	.10	1.57	.36	1.02
Montana	100.00	10.89	57.82	31.29	3.50	1.27	7.20	9.69	5.35	.46	2.03	.07	.17	1.55
Nebraska	100.00	12.54	61.19	26.27	4.07	.78	2.94	6.44	4.91	0	.10	1.62	4.28	1.13
Nevada	100.00	15.40	49.80	34.80	4.79	1.06	2.22	9.41	1.07	0	.28	.12	14.23	1.62
New Jersey	100.00	11.64	64.26	24.10	2.57	.94	2.73	3.10	5.25	.02	4.30	2.86	.27	2.06
New Mexico	100.00	4.86	69.25	25.89	1.54	.95	1.26	14.50	2.38	1.10	2.14	.01	1.37	.64
North Dakota	100.00	14.39	57.02	28.59	4.83	.79	2.93	10.00	4.82	(1)	.13	.07	3.90	1.12
Ohio	100.00	10.92	64.68	24.40	2.46	.95	4.11	7.40	4.44	.65	3.63	.04	.12	.60
Oklahoma	100.00	9.50	69.05	21.45	2.40	.70	1.67	10.99	.19	(1)	4.33	.53	.11	.53
South Carolina	100.00	13.92	67.81	18.27	4.46	.31	2.12	3.70	3.70	.71	1.41	.15	.59	1.12
South Dakota	100.00	8.70	70.39	20.91	2.70	.98	1.90	9.38	1.90	1.47	1.84	.02	.27	.45
Washington	100.00	13.04	60.17	26.79	5.58	.84	4.15	4.19	5.25	.03	.96	3.52	.56	1.71
Wyoming	100.00	9.02	61.20	29.78	3.52	.88	3.56	10.39	2.70	.13	4.69	2.83	.04	1.04

[1] Less than 0.005 percent.

[2] Benefits are first payable in Iowa, Michigan, and South Carolina in July 1938; in Idaho in September 1938; in New Mexico and Oklahoma in December 1938; in Alaska, Arkansas, Colorado, Delaware, Florida, Georgia, Hawaii, Kansas, Kentucky, Missouri, Nebraska, Nevada, New Jersey, North Dakota, Ohio, South Dakota, Washington, and Wyoming in January 1939; in Illinois and Montana in July 1939.

Table C–14.—Unemployment compensation: Percentage distribution of total disbursements [1] for employment service operations in 28 States, by budget categories, fiscal year 1937–38

State	Percent of administrative disbursements													
	Total disbursements	Current disbursements												
		Equipment	Personnel services	Other current disbursements										
				Total	Supplies	Telephone and telegraph	Postage	Travel expenses	Printing and binding	Heat, light, and water	Rent of premises	Rent of equipment	Repairs and alterations	Miscellaneous
Total	100.00	8.18	71.83	19.99	2.26	2.23	0.09	3.58	0.71	0.68	6.89	0.29	1.76	1.50
States in which benefits payable during fiscal year 1937–38	100.00	7.80	72.33	19.87	2.16	2.23	.09	3.59	.74	.69	6.94	.28	1.67	1.48
Alabama	100.00	8.93	75.62	15.45	1.70	1.49	.02	4.69	0	1.05	4.75	.27	.14	1.34
Arizona	100.00	11.79	59.30	28.91	3.50	3.19	.09	9.10	.05	.57	8.52	.16	2.67	1.06
California	100.00	11.07	64.09	24.84	2.15	3.18	.07	3.46	.01	1.20	5.28	.02	8.79	.68
Connecticut	100.00	6.22	75.40	18.38	1.63	1.91	(2)	2.35	.54	.70	5.90	.02	4.94	.39
District of Columbia	100.00	3.38	90.51	6.11	1.70	2.44	0	0	0	1.07	0	.10	.37	.43
Indiana	100.00	6.71	71.88	21.41	2.69	2.92	.19	4.93	.51	1.37	5.89	.54	1.24	1.13
Louisiana	100.00	8.48	64.30	27.22	3.58	3.16	.11	7.93	.02	1.32	7.52	.10	2.30	1.18
Maine	100.00	15.74	64.11	20.15	3.41	1.54	(2)	4.61	.20	.99	7.15	.01	1.69	.55
Maryland	100.00	7.41	71.56	21.03	1.36	1.41	.49	1.97	1.03	.54	8.24	.13	3.60	2.26
Massachusetts	100.00	8.97	77.52	13.51	1.65	2.26	(2)	1.67	.59	.33	5.92	.32	.10	.67
Minnesota	100 00	12.10	71.14	16.76	1.83	1.66	(2)	2.84	.77	.46	8.72	(2)	.12	.36
Mississippi	100.00	17.68	58.41	23.91	4.41	1.68	.05	10.12	.38	1.03	5.57	0	.11	.56
New Hampshire	100.00	3.98	67.82	28.20	4.95	3.98	.08	5.55	.65	.79	7.96	.02	3.15	1.07
New York	100.00	6.55	71.53	21.92	1.95	2.38	.24	.81	1.76	.50	9.91	.37	(2)	4.00
North Carolina	100.00	3.79	75.54	20.67	1.94	2.22	.02	8.60	.26	.38	5.98	.01	.38	.88
Oregon	100.00	4.23	77.49	18.28	2.06	2.21	.04	6.66	0	.18	4.67	.03	2.02	.41
Pennsylvania	100.00	8.77	77.20	14.03	2.11	1.78	.01	2.15	.86	.53	4.84	.41	.51	.83
Rhode Island	100.00	7.16	66.22	26.62	1.67	1.86	.01	1.82	.76	.48	9.25	(2)	10.43	.34
Tennessee	100.00	8.40	72.75	18.85	1.96	2.55	(2)	5.21	.44	1.17	5.69	.05	.96	.82
Texas	100.00	6.54	67.92	25.54	3.21	2.15	.11	9.63	.07	1.20	7.87	.19	.70	.41
Utah	100.00	13.23	67.15	19.62	1.34	1.76	.02	3.40	.58	.42	7.38	0	4.20	.52
Vermont	100.00	6.93	69.03	24.04	2.13	2.69	.05	8.55	.21	.60	7.30	0	1.85	.66
Virginia	100.00	5.60	71.77	22.63	1.96	1.26	.01	5.92	.23	0	6.39	1.06	4.30	1.50
West Virginia	100.00	8.53	76.72	14.75	1.42	1.46	(2)	4.77	.15	.14	5.86	.37	.12	.46
Wisconsin	100.00	2.67	79.68	17.65	1.57	2.47	(3)	3.63	.73	.58	7.06	.57	.48	.56

States in which benefits first payable, July 1938	100.00	15.57	61.99	22.44	4.25	2.22	.03	3.45	.19	.43	5.78	.54	3.59	1.96
Iowa	100.00	14.35	66.56	19.09	2.66	2.80	.03	3.79	.38	.58	6.90	.14	1.08	.73
Michigan	100.00	15.33	61.29	23.38	4.62	.2.07	.02	2.89	.07	.38	5.58	.74	4.51	2.50
South Carolina	100.00	19.00	58.94	22.06	4.57	2.17	.06	6.31	.59	.48	5.22	0	2.04	.62

[1] Total disbursements from funds available through Federal grants under the Wagner-Peyser Act, under title III of the Social Security Act, and from State and local appropriations. These figures exclude incurred obligations for which no disbursement was made as of June 30, 1938.

[2] Less than 0.005 percent.

· D ·

PUBLIC ASSISTANCE

Table D–1.—States with plans for public assistance approved by the Social Security Board as of June 30, 1938, with date of approval and date from which Federal funds became available

State	Old-age assistance		Aid to dependent children		Aid to the blind	
	Approved	Federal funds[1] available from—	Approved	Federal funds[1] available from—	Approved	Federal funds[1] available from—
Total number approved as of June 30, 1938	50		40		40	
Alabama	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Mar. 30, 1937	Apr. 1, 1937
Alaska	June 29, 1937	July 1, 1937				
Arizona	June 5, 1937	June 1, 1937	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Arkansas	Mar. 31, 1936	Mar. 1, 1936	Mar. 31, 1936	Apr. 1, 1936	Mar. 31, 1936	Apr. 1, 1936
California	May 6, 1936	Apr. 1, 1936	June 29, 1936	July 1, 1936	June 29, 1936	July 1, 1936
Colorado	May 4, 1936	do	May 4, 1936	Apr. 1, 1936	May 4, 1936	Apr. 1, 1936
Connecticut	Feb. 4, 1936	Apr. 15, 1936			Feb. 4, 1936	[2] Feb. 1, 1936
Delaware	Dec. 31, 1935	Feb. 1, 1936	July 29, 1936	Aug. 1, 1936		
District of Columbia	do	do	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Florida	Oct. 13, 1936	Oct. 13, 1936	[3]	[3]	Dec. 17, 1937	Dec. 1, 1937
Georgia	June 29, 1937	July 1, 1937	June 29, 1937	July 1, 1937	June 29, 1937	July 1, 1937
Hawaii	July 6, 1936	Sept. 1, 1936	Aug. 24, 1937	June 1, 1937	Aug. 24, 1937	Do.
Idaho	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Illinois	July 6, 1936	July 1, 1936				
Indiana	Apr. 7, 1936	Apr. 1, 1936	Apr. 7, 1936	Apr. 1, 1936	Apr. 7, 1936	Apr. 1, 1936
Iowa	Dec. 31, 1935	Feb. 1, 1936			Nov. 30, 1937	Nov. 1, 1937
Kansas	July 29, 1937	Aug. 1, 1937	July 29, 1937	Aug. 1, 1937	July 29, 1937	Aug. 1, 1937
Kentucky	Aug. 7, 1936	July 1, 1936[4]				
Louisiana	do	June 19, 1936	Aug. 7, 1936	June 19, 1936	Nov. 2, 1936	Jan. 1, 1937
Maine	Dec. 31, 1935	Feb. 1, 1936[5]	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Maryland	do	do	Feb. 4, 1936	do	May 26, 1936	May 1, 1936
Massachusetts	Mar. 31, 1936	do	Sept. 26, 1936	Apr. 1, 1936	do	Apr. 1, 1936
Michigan	Dec. 20, 1935	do	Sept. 9, 1936	Aug. 27, 1936	Sept. 9, 1936	July 1, 1936
Minnesota	Mar. 30, 1936	Mar. 1, 1936	Aug. 24, 1937	Sept. 1, 1937	Aug. 3, 1937	July 1, 1937
Mississippi	Dec. 27, 1935	Feb. 1, 1936	[6]	[6]	[6]	[6]
Missouri	Dec. 31, 1935	do	Oct. 5, 1937	Oct. 1, 1937		
Montana	June 16, 1936	June 1, 1936	June 22, 1937	Apr. 1, 1937	Dec. 21, 1937	Jan. 1, 1938
Nebraska	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
Nevada	July 9, 1937	Aug. 1, 1937				
New Hampshire	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936	Dec. 31, 1935	Feb. 1, 1936
New Jersey	May 5, 1936	Apr. 1, 1936	May 20, 1936	Apr. 1, 1936	Oct. 5, 1936	July 1, 1936
New Mexico	Mar. 2, 1936	do	Mar. 2, 1936	do	Mar. 2, 1936	Apr. 1, 1936
New York	June 19, 1936	May 25, 1936	June 1, 1937	May 1, 1937	June 5, 1937	May 1, 1937
North Carolina	June 22, 1937	July 1, 1937	June 22, 1937	July 1, 1937	June 22, 1937	July 1, 1937
North Dakota	Mar. 19, 1936	Apr. 1, 1936	May 4, 1937	June 1, 1937	Oct. 23, 1936	Nov. 20, 1936
Ohio	Mar. 31, 1936	Feb. 1, 1936	Sept. 23, 1936	July 21, 1936	Sept. 23, 1936	July 21, 1936
Oklahoma	do	Apr. 1, 1936	Mar. 31, 1936	Apr. 1, 1936	Dec. 8, 1936	Dec. 1, 1936
Oregon	Mar. 13, 1936	do	June 5, 1937	June 7, 1937	Mar. 13, 1936	Apr. 1, 1936
Pennsylvania	Sept. 15, 1936	July 1, 1936	Oct. 13, 1936	Aug. 7, 1936	[7]	[7]
Rhode Island	Jan. 24, 1936	Feb. 1, 1936	Jan. 29, 1937	Jan. 1, 1937		
South Carolina	Aug. 3, 1937	Aug. 1, 1937	Aug. 3, 1937	Aug. 1, 1937	Aug. 3, 1937	Aug. 1, 1937
South Dakota	Oct. 5, 1936	Oct. 1, 1936			Jan. 25, 1938	Feb. 1, 1938
Tennessee	June 29, 1937	July 1, 1937	June 29, 1937	July 1, 1937	June 29, 1937	July 1, 1937
Texas	Apr. 21, 1936	July 1, 1936				
Utah	Mar. 17, 1936	Mar. 1, 1936	Mar. 17, 1936	Mar. 1, 1936	Mar. 17, 1936	Mar. 1, 1936
Vermont	Dec. 31, 1935	Feb. 1, 1936	Mar. 31, 1936	do	Mar. 31, 1936	Apr. 1, 1936
Virginia	[8]	[8]	[8]	[8]	[8]	[8]
Washington	Jan. 24, 1936	Feb. 1, 1936	Jan. 24, 1936	Feb. 1, 1936	Mar. 31, 1936	Apr. 1, 1936
West Virginia	Sept. 23, 1936	Oct. 1, 1936	Sept. 23, 1936	Oct. 1, 1936	Sept. 23, 1936	Oct. 1, 1936
Wisconsin	Dec. 23, 1935	Feb. 1, 1936	Dec. 23, 1935	Feb. 1, 1936	Dec. 23, 1935	Feb. 1, 1936
Wyoming	Dec. 31, 1935	do	Dec. 31, 1935	do	Dec. 31, 1935	Do.

[1] Unless otherwise indicated, there has been no lapse in the availability of Federal funds during fiscal year.

[2] Federal funds available Feb. 1–June 30, 1936. No request from the State for Federal funds after July 1, 1936. The plan was withdrawn as of July 1, 1938. New plan approved Nov. 1, 1938; Federal funds available from July 1, 1938.

[3] Plan approved Aug. 30, 1938; Federal funds available Aug. 1, 1938.

[4] No Federal funds requested for June 1938.

[5] Plan expired Aug. 31, 1937; revised plan approved Dec. 7, 1937, and Federal funds available from Dec. 1, 1937.

[6] Plan approved Dec. 27, 1935, expired Mar. 31, 1936. Federal funds available Feb. 1–Mar. 31, 1936. New plan for aid to the blind approved Oct. 18, 1938; Federal funds available from July 1, 1938.

[7] Plan approved Dec. 31, 1935, expired Dec. 31, 1937. Federal funds available Feb. 1, 1936–Dec. 31, 1937.

[8] Plan approved Sept. 2, 1938; Federal funds for old-age assistance and aid to dependent children available Sept. 1, for aid to the blind July 1, 1938.

Public-Assistance Statistics

Units of Count Used in Public-Assistance Statistics

Recipients of All Public Relief.—The composite number of recipients of all public relief (table D–3) is expressed in the terms of a "household." A household, as used here, may comprise one or more families, or a family and an individual, or one or more individuals living together. The household unit has been used because the number of recipients under the several programs cannot be totaled since (1) the units of count vary among the programs and (2) there are some persons who receive more than one type of public assistance and who are counted under two or more programs.

Recipients of Special Types of Public Assistance.—Figures include recipients of the special types of public assistance in States receiving Federal funds under titles I, IV, and X of the Social Security Act and also recipients of similar types of assistance in States not administering such aid under the act.

In *old-age assistance* and *aid to the blind*, the recipient of old-age assistance or aid to the blind is the individual whose application for either type of public assistance has been approved formally. This unit of count sometimes represents two or more eligible individuals in the same household.

In *aid to dependent children*, two units of count are used, the family and the number of children for whom aid to dependent children has been approved. This number of children may be less than the total number of children in families which receive aid.

Cases of General Relief.—The unit of count for general relief is the case—either a household or an individual living alone—treated by the relief agency as a separate entity.

Persons in Need of Relief Employed Under the Works Program.—Under the Works Program of the Works Progress Administration and the National Youth Administration the unit of count is the individual employee certified as in need of relief. Under the student-aid program of the National Youth Administration the individual is the unit.

Persons Benefiting Under Special Programs of the Federal Emergency Relief Administration.—The unit of count under the student-aid and emergency-education programs of the Federal Emergency Relief Administration is the individual; under the rural rehabilitation program, the unit is the case.

Persons Enrolled in the Civilian Conservation Corps.—The figures reported for the Civilian Conservation Corps represent the estimated average monthly number of enrollees.

Emergency Grants Made by the Farm Security Administration.—The unit reported for this type of relief is the grant voucher certified to a farmer in need of relief.

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Table D–2.—All public relief: Amount extended in the continental United States, excluding administrative expense and transient care,[1] by months, January 1933–June 1938

[Corrected to July 15, 1938]

[In thousands of dollars]

Fiscal year and month	All public relief extended to cases	Obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind [2]	Obligations incurred for general relief extended to cases [3]	Obligations incurred for relief under special programs of the Federal Emergency Relief Administration [4]	Earnings of persons certified as in need of relief employed under the Works Program [5]				Civilian Conservation Corps [8]	Civil Works Administration [9]	Emergency subsistence payments to farmers [10]
					Works Progress Administration	Other Federal agencies [6]	National Youth Administration				
							Student aid	Work projects [7]			
Total for 1932–33 (6 months)	$457,853	$37,048	$395,952	----	----	----	----	----	$24,853	----	----
January	64,441	6,485	57,956	----	----	----	----	----	----	----	----
February	70,184	6,218	63,966	----	----	----	----	----	----	----	----
March	83,036	6,215	76,821	----	----	----	----	----	----	----	----
April	76,220	6,109	68,637	----	----	----	----	----	1,474	----	----
May	78,964	6,060	66,517	----	----	----	----	----	6,387	----	----
June	85,008	5,961	62,055	----	----	----	----	----	16,992	----	----
Total for 1933–34	1,451,316	73,174	772,558	$12,273	----	----	----	----	234,304	$359,007	----
July	82,718	5,883	56,256	----	----	----	----	----	20,579	----	----
August	83,060	5,866	57,198	----	----	----	----	----	19,996	----	----
September	79,792	5,870	54,753	----	----	----	----	----	19,169	----	----
October	81,526	5,867	60,080	4	----	----	----	----	15,575	----	----
November	102,180	5,878	65,092	61	----	----	----	----	20,245	10,904	----
December	161,480	6,002	49,139	353	----	----	----	----	20,319	85,667	----
January	190,898	6,274	45,313	1,075	----	----	----	----	20,810	117,426	----
February	154,010	6,208	47,556	1,805	----	----	----	----	20,489	77,952	----
March	147,037	6,300	57,682	2,516	----	----	----	----	18,761	61,778	----
April	119,883	6,267	88,349	2,195	----	----	----	----	17,894	5,178	----
May	126,999	6,341	97,612	2,390	----	----	----	----	20,560	96	----
June	121,733	6,418	93,528	1,874	----	----	----	----	19,907	6	----

Total for 1934–35	1,942,347	95,778	1,486,306	78,109		$126			282,027	1	
July	127,286	6,571	97,534	1,067					22,113	1	
August	142,469	6,691	109,519	1,240					25,019		
September	135,068	6,735	103,325	1,894					23,114		
October	148,375	6,990	113,642	3,233					24,510		
November	162,084	7,166	126,294	3,950					24,674		
December	169,015	8,042	133,594	4,273					23,106		
January	186,972	8,478	148,437	5,021					25,036		
February	175,286	8,662	135,664	6,655					24,305		
March	178,451	8,798	137,330	10,886					21,437		
April	177,726	9,051	133,302	14,874					20,499		
May	177,550	9,213	130,600	14,062					23,675		
June	162,065	9,381	117,065	10,954		126			24,539		
Total for 1935–36	2,413,971	142,518	795,380	13,056	$969,323	97,832	$23,145	$10,735	346,639		$15,343
July	163,203	9,690	118,868	6,101	2	454			28,088		
August	163,751	9,804	110,364	3,371	4,883	1,642			33,687		
September	157,371	9,958	92,843	1,586	15,345	3,641	221		33,777		
October	175,491	10,221	95,007	872	30,142	5,490	1,653		32,106		
November	190,477	10,548	75,855	724	60,627	6,947	2,095		33,582		99
December	221,304	10,859	54,889	299	110,643	7,657	2,395		32,120		2,442
January	227,082	11,329	47,915	38	124,277	8,371	2,416	156	29,792		2,788
February	231,950	12,356	46,854	15	129,421	8,825	2,793	901	28,188		2,597
March	237,094	12,993	44,555	13	135,885	10,763	2,986	1,890	24,858		3,151
April	224,276	14,115	40,069	11	126,669	13,070	3,190	2,563	22,575		2,014
May	215,553	14,842	34,977	13	118,237	15,755	3,554	2,520	24,348		1,307
June	206,419	15,803	33,184	13	113,192	15,217	1,842	2,705	23,518		945
Total for 1936–37	2,540,866	315,463	401,167	24	1,324,959	135,769	27,610	30,736	270,616		34,522
July	200,487	18,319	30,790	10	109,956	14,114	[11]	2,239	24,496		563
August	204,237	20,087	29,629	7	113,253	14,470	7	2,260	23,629		895
September	206,993	21,335	30,006	3	116,670	14,219	342	2,366	20,903		1,149
October	220,150	23,426	30,675	2	122,365	14,260	2,516	2,406	23,133		1,367
November	224,585	24,971	31,866	1	124,350	12,320	3,122	2,533	24,006		1,416
December	219,756	26,645	36,273	1	114,584	11,375	3,132	2,627	22,945		[12] 2,174
January	213,716	27,714	37,810		103,922	8,652	2,967	2,682	24,485		[12] 5,484
February	215,303	28,791	39,171		105,188	8,183	3,227	2,830	24,158		[12] 3,755
March	218,371	30,166	39,679		106,804	8,804	3,316	2,812	21,238		[12] 5,552
April	213,909	31,037	36,002		104,969	9,286	3,347	2,780	21,228		5,260
May	207,718	31,602	30,845		104,088	10,141	3,642	2,690	21,039		3,671
June	195,641	31,370	28,421		98,810	9,945	1,992	2,511	19,356		3,236
Total for 1937–38	2,467,833	463,752	454,917		1,170,552	85,919	18,151	26,602	225,427		22,513
July	177,848	32,973	29,138		85,825	7,505	0	2,132	19,334		941
August	171,546	33,993	30,102		77,861	6,915	[11]	2,003	19,326		1,346
September	168,605	35,484	30,484		76,386	6,709	164	1,869	16,312		1,197

See footnotes at end of table.

Table D–2.—All public relief: Amount extended in the continental United States, excluding administrative expense and transient care,[1] by months, January 1933–June 1938—Continued

[Corrected to July 15, 1938]

[In thousands of dollars]

Fiscal year and month	All public relief extended to cases	Obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind [2]	Obligations incurred for general relief extended to cases [3]	Obligations incurred for relief under special programs of the Federal Emergency Relief Administration [4]	Earnings of persons certified as in need of relief employed under the Works Program [5]				Civilian Conservation Corps [8]	Civil Works Administration [9]	Emergency subsistence payments to farmers [10]
					Works Progress Administration	Other Federal agencies [6]	National Youth Administration				
							Student aid	Work projects [7]			
1937–38—Continued											
October	$173,741	$36,564	$30,892	----------	$76,650	$6,411	$1,599	$1,850	$18,379	----------	$1,396
November	182,574	37,928	34,142	----------	77,945	5,984	1,977	1,943	20,876	----------	1,779
December	194,401	39,301	41,466	----------	81,816	5,492	2,056	2,079	19,912	----------	2,279
January	206,525	40,147	46,807	----------	88,313	4,917	1,996	2,195	19,940	----------	2,210
February	217,527	40,619	47,572	----------	98,050	5,014	2,166	2,323	19,309	----------	2,474
March	235,007	41,318	47,867	----------	114,212	6,116	2,208	2,367	18,336	----------	2,583
April	242,964	41,607	41,556	----------	125,537	8,981	2,247	2,389	18,311	----------	2,336
May	247,877	41,863	37,722	----------	131,807	10,950	2,378	2,672	18,218	----------	2,267
June	249,218	41,955	37,169	----------	136,150	10,925	1,360	2,780	17,174	----------	1,705

[1] These figures include all public relief extended to cases with the exception of the transient program. For the years 1936 and 1937 complete figures for the care of transient and homeless persons are not available.

[2] Figures for January 1933–January 1936 represent payments from State and local funds only. Figures for subsequent months represent payments from Federal, State, and local funds in States administering public assistance under the Social Security Act and payments from State and local funds only for States not participating under the Social Security Act. Figures are partly estimated and subject to revision.

[3] Figures for January 1933–March 1937 from the Works Progress Administration, Division of Research, Statistics, and Records. These figures exclude administrative expense, nonrelief expense, and the expense of special programs. Figures for 1933–35 include only obligations incurred for cases receiving emergency relief under the general relief program of the Federal Emergency Relief Administration. Beginning with 1936, general relief extended to cases includes that extended by local authorities from public funds under the poor laws. Figures are partly estimated and subject to revision.

[4] Figures from the Works Progress Administration, Division of Research, Statistics, and Records, include relief extended under the Federal Emergency Relief Administration for emergency education, student aid, and rural rehabilitation.

[5] Figures from the Works Progress Administration, Division of Research, Statistics, and Records. Figures are partly estimated and subject to revision.

[6] Other agencies include bureaus of regular Government departments and independent establishments engaged in activities which could be expanded to employ relief workers and emergency agencies such as the Public Works Administration and the Rural Electrification Administration. Figures for July 1937 and subsequent months are partly estimated and subject to revision.

[7] Includes earnings of persons certified as in need of relief employed on National Youth Administration work projects and in Young Women's Educational Camps. Prior to March 1937, figures are partly estimated.

[8] Figures are estimated by the Director of the Civilian Conservation Corps by multiplying the average monthly number of persons enrolled by an average of $70 per month. This average amount is based upon the amount of obligations incurred for cash allowances to persons enrolled and for clothing, shelter, subsistence, and medical care of persons enrolled, and upon the estimated amount of obligations incurred for certain other items. From Apr. 8, 1935–June 30, 1936, this program was included under the Works Program and was known as Emergency Conservation Work. Since July 1936 it has been financed by separate appropriations.

[9] Figures represent earnings of persons previously receiving relief estimated arbitrarily by the Works Progress Administration as 50 percent of the total amount of obligations incurred for earnings from Federal funds under the Civil Works Program.

[10] Figures from the Rural Rehabilitation Division of the Farm Security Administration (formerly the Resettlement Administration) represent the amount of grant payments certified to individuals.

[11] Total amount of obligations incurred is less than $1,000.

[12] For administrative reasons, some payments which would otherwise have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

Table D–3.—All public relief: Number of recipients in the continental United States, excluding transient cases, by months, January 1933–June 1938 [1]

[Corrected to July 15, 1938]

[In thousands]

Fiscal year and month	Estimated unduplicated number receiving public relief		Recipients of special types of public assistance [3]				Cases receiving general relief [4]	Recipients of relief under special programs of the Federal Emergency Relief Administration [5]	Persons certified as in need of relief employed under the Works Program [6]				Persons enrolled in the Civilian Conservation Corps [9]	Cases for which subsistence payments were certified by the Farm Security Administration [10]
	Households [2]	Persons in these households	Old-age assistance	Aid to dependent children		Aid to the blind			Works Progress Administration	Other Federal agencies [7]	National Youth Administration			
				Families	Children						Student aid	Work projects [8]		
1932-33														
January			116	112	280	25	4,290							
February			116	108	270	24	4,610							
March			112	113	283	24	5,080							
April			110	111	278	25	4,914						21	
May			109	111	278	24	4,723						91	
June			108	108	270	24	4,191						243	
1933-34														
July			106	109	272	25	3,908						294	
August			105	110	275	24	3,761						286	
September			105	111	277	24	3,405						274	
October			104	111	277	25	3,445	(11)					222	
November			105	111	277	24	3,827	2					289	
December			107	112	285	25	3,068	10					290	
January			123	110	275	27	2,928	26					297	
February			123	109	272	26	3,088	65					293	
March			125	111	277	26	3,603	93					268	
April			125	109	272	27	4,355	90					256	
May			128	110	275	26	4,337	98					294	
June			130	109	272	29	4,261	70					284	

See footnotes at end of table.

Table D–3.—All public relief: Number of recipients in the continental United States, excluding transient cases, by months, January 1933–June 1938 [1]—Continued

[Corrected to July 15, 1938]

[In thousands]

Fiscal year and month	Estimated unduplicated number receiving public relief		Recipients of special types of public assistance [3]				Cases receiving general relief [4]	Recipients of relief under special programs of the Federal Emergency Relief Administration [5]	Persons certified as in need of relief employed under the Works Program [6]				Persons enrolled in the Civilian Conservation Corps [9]	Cases for which subsistence payments were certified by the Farm Security Administration [10]
	Households [2]	Persons in these households	Old-age assistance	Aid to dependent children		Aid to the blind			Works Progress Administration	Other Federal agencies [7]	National Youth Administration			
				Families	Children						Student aid	Work projects [8]		
1934–35														
July			134	110	275	32	4,356	39					316	
August			141	110	275	31	4,576	44					357	
September			145	109	272	31	4,620	122					330	
October			154	111	277	33	4,649	166					350	
November			164	111	277	32	4,821	183					352	
December			206	113	280	33	5,078	203					330	
January			240	108	270	33	5,276	214					358	
February			256	107	267	32	5,240	233					347	
March			263	108	270	32	5,172	322					306	
April			274	110	275	33	5,013	358					293	
May			281	110	275	32	4,842	346					338	
June			293	108	270	33	4,534	288		2			351	
1935–36														
July			302	110	275	34	4,369	28	70	12			401	
August			314	110	275	33	4,218	32	238	73			481	
September			326	110	275	33	3,908	25	433	101	35		483	
October			347	112	280	35	3,722	19	739	129	184		459	
November			359	113	282	34	3,462	17	2,352	145	234		480	6
December			378	117	286	35	2,608	8	2,627	156	283		459	130
January			432	124	311	35	2,216		2,798	185	306	16	426	151
February			473	132	334	39	2,135		2,899	200	351	75	403	139
March			505	133	334	41	2,010		2,734	227	380	157	355	172
April			572	144	355	41	1,826		2,443	267	405	174	322	108
May			607	149	366	41	1,657		2,220	298	398	170	348	86
June			651	157	386	42	1,553		2,136	278	215	176	336	62

1936–37														
July	4,800	16,000	788	158	393	41	1,448	----------	2,129	255	(11)	157	350	41
August	4,900	16,400	844	134	336	41	1,430	----------	2,254	253	2	154	338	60
September	5,000	16,800	862	141	352	42	1,387	----------	2,350	276	63	159	298	77
October	5,200	17,400	973	154	385	42	1,394	----------	2,445	245	341	158	330	88
November	5,300	17,600	1,035	158	395	43	1,403	----------	2,348	236	399	165	343	93
December	5,300	17,400	1,106	161	402	43	1,508	----------	2,071	211	411	170	328	[12] 135
January	5,500	18,000	1,150	167	417	45	1,659	----------	2,034	171	417	177	350	[12] 335
February	5,400	17,600	1,200	171	427	45	1,723	----------	2,033	163	427	181	345	[12] 229
March	5,500	18,000	1,257	178	443	46	1,681	----------	2,018	164	440	184	303	[12] 323
April	5,400	17,500	1,296	183	457	47	1,563	----------	1,989	176	442	184	303	300
May	5,200	16,600	1,328	190	471	47	1,393	----------	1,926	183	424	177	301	218
June	5,000	15,800	1,290	193	480	48	1,288	----------	1,754	175	249	166	277	191
1937–38														
July	4,700	14,300	1,391	196	483	50	1,267	----------	1,522	124	----------	143	276	54
August	4,500	13,600	1,434	204	503	51	1,280	----------	1,435	121	(11)	127	276	78
September	4,400	13,200	1,467	210	519	53	1,277	----------	1,407	119	36	122	233	67
October	4,500	13,400	1,504	216	535	54	1,280	----------	1,431	113	243	118	263	71
November	4,700	14,000	1,543	221	546	54	1,378	----------	1,474	109	282	122	298	83
December	5,100	15,300	1,579	229	566	55	1,639	----------	1,583	102	298	130	284	109
January	5,600	17,000	1,607	235	581	57	1,924	----------	1,852	90	309	140	285	109
February	5,900	18,200	1,631	242	597	58	2,028	----------	2,026	100	317	146	276	120
March	6,200	19,500	1,654	248	612	60	2,029	----------	2,340	126	327	149	262	126
April	6,300	19,900	1,669	253	624	60	1,850	----------	2,526	180	333	153	262	117
May	6,400	20,200	1,684	257	633	62	1,728	----------	2,619	214	325	173	261	112
June	6,400	20,400	1,663	260	642	62	1,685	----------	2,704	216	200	178	238	92

[1] Figures on the number of persons employed under the Civil Works Administration are not available on a basis comparable to data on earnings under the Civil Works Administration shown in table D–2.

[2] Total number of different households receiving public relief is not estimated for months prior to July 1936 because of lack of information regarding duplication.

[3] Figures for February 1936–June 1938 include not only recipients of public assistance under the Social Security Act but also recipients of similar types of assistance in States not administering aid under the Social Security Act. Figures for 1933–35 and for States not administering these programs under plans approved by the Social Security Board are partly estimated and subject to revision.

[4] Figures for January 1933–March 1937 from the Works Progress Administration, Division of Research, Statistics, and Records. Figures for 1933–35 include only cases receiving emergency relief under the general relief program of the Federal Emergency Relief Administration. Beginning with 1936, general relief extended to cases includes that extended by local authorities from public funds under the poor laws. Figures are partly estimated and subject to revision.

[5] Figures from the Works Progress Administration, Division of Research, Statistics, and Records, include relief extended under the Federal Emergency Relief Administration to persons in need of relief employed in emergency education, students receiving student aid, and cases receiving rural rehabilitation.

[6] Figures from the Works Progress Administration, Division of Research, Statistics, and Records, are for the week ending nearest the end of the month for all programs except the National Youth Administration, for which the data represent the number of different persons employed during the month. Figures are partly estimated and subject to revision.

[7] Other agencies include bureaus of regular Government departments and independent establishments engaged in activities which could be expanded to employ relief workers, and emergency agencies such as the Public Works Administration and the Rural Electrification Administration. Figures for July 1937 and subsequent months are partly estimated and subject to revision.

[8] Includes persons certified as in need of relief employed on National Youth Administration work projects and in Young Women's Educational Camps.

[9] Figures are averages computed by the Civilian Conservation Corps from reports on the number of persons enrolled on the 10th, 20th, and last day of each month except for the Indian Division; for this Division averages are computed from daily reports.

[10] Figures from the Rural Rehabilitation Division of the Farm Security Administration (formerly the Resettlement Administration) represent the number of emergency grant vouchers certified. Ordinarily only 1 grant voucher per case is certified per month.

[11] Less than 1,000 persons employed this month.

[12] For administrative reasons, some payments which would otherwise have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

Table D–4.—Public assistance: Number of recipients and amount of obligations incurred for payments to recipients in States administering Federal funds, by months, July 1936–June 1938 [1]

[Data reported by State agencies, corrected to July 15, 1938]

Fiscal year and month	Number of recipients				Obligations incurred for payments to recipients [3]			
	Old-age assistance	Aid to dependent children [2]		Aid to the blind	Total	Old-age assistance	Aid to dependent children [2]	Aid to the blind
		Families	Children					
Total for 1936–37					$292,959,108	$243,218,650	$40,759,520	$8,980,938
July	785,807	89,174	222,610	26,500	15,783,915	13,032,617	2,104,708	646,590
August	841,389	83,999	215,024	26,901	18,071,053	15,075,404	2,332,124	663,525
September	860,065	91,738	233,795	27,478	19,355,524	16,054,389	2,617,830	683,305
October	971,194	105,113	266,620	27,982	21,434,071	17,954,267	2,774,959	704,845
November	1,032,683	108,966	276,798	28,457	22,970,129	19,292,073	2,955,249	722,807
December	1,103,865	111,715	284,193	28,970	24,613,489	20,716,136	3,159,069	738,284
January	1,148,103	117,562	299,360	29,418	25,678,607	21,596,629	3,331,572	750,406
February	1,197,954	122,256	310,088	30,118	26,756,050	22,487,356	3,501,564	767,130
March	1,255,577	128,492	324,663	30,993	28,108,626	23,575,559	3,745,327	787,740
April	1,294,471	134,707	340,683	31,594	29,004,245	24,314,121	3,894,932	795,192
May	1,325,867	165,301	411,892	33,734	30,655,532	24,706,723	5,102,226	846,583
June	1,290,720	171,415	427,446	35,042	30,527,867	24,413,376	5,239,960	874,531
Total for 1937–38					453,872,045	361,569,567	80,925,622	11,376,856
July	1,392,522	175,042	431,672	37,252	32,171,243	25,849,593	5,399,267	922,383
August	1,435,429	182,987	452,847	38,635	33,204,762	26,630,114	5,626,553	948,095
September	1,468,788	193,852	480,884	40,149	34,839,516	27,864,833	5,940,610	1,034,073
October	1,505,558	199,573	495,976	41,222	35,921,947	28,662,400	6,202,244	1,057,303
November	1,544,504	204,676	508,837	42,586	37,317,294	29,681,445	6,546,305	1,089,544
December	1,581,207	211,946	527,030	43,767	38,684,864	30,766,836	6,798,095	1,119,933
January	1,609,711	218,510	542,289	33,682	39,195,270	31,379,858	7,003,959	811,453
February	1,633,408	225,290	558,566	35,283	39,657,154	31,595,334	7,213,883	847,937
March	1,656,011	231,661	573,919	36,502	40,353,091	31,961,796	7,516,719	874,576
April	1,671,377	236,825	586,363	37,314	40,641,529	32,242,651	7,520,718	878,160
May	1,686,478	240,538	594,992	38,236	40,898,416	32,484,868	7,527,857	885,691
June	1,665,402	243,832	604,160	38,912	40,986,959	32,449,839	7,629,412	907,708

[1] Includes the 3 special types of public assistance in all States and Territories and the District of Columbia with plans approved by the Social Security Board. Figures include relatively small numbers of cases eligible under State laws for whom no Federal funds may be expended, and amounts of payments to individuals in excess of amounts which can be matched from Federal funds. No figures are included in any month for any State not administering Federal funds.

[2] Figures include estimates for Hawaii for June 1937–May 1938.

[3] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense and expense for hospitalization and burials excluded. Prior to July 1937, obligations incurred for assistance in kind and for payments to persons other than recipients for services to recipients are not included.

Table D–5.—Old-age assistance: Obligations [1] incurred for payments to recipients, number of recipients, average payment per recipient, and number of recipients per 1,000 estimated population 65 and over in States administering Federal funds, June 1937 and June 1938

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients [1]			Number of recipients			Average payment per recipient		Number of recipients per 1,000 estimated population 65 and over [2]	
	June 1937	June 1938	Percentage change	June 1937	June 1938	Percentage change	June 1937	June 1938	June 1937	June 1938
Total	$24,413,376	$32,449,839	[3] +26.2	1,290,720	1,665,402	[3] +19.1	[4] $18.91	[4] $19.48	193	218
Alabama	123,031	151,925	+23.5	11,408	15,110	+32.5	10.78	10.05	94	139
Alaska		26,212			960			27.30		240
Arizona	[5] 0	[6] 160,414		[5] 0	[6] 6,231		[5] 0	25.74	[5] 0	[6] 364
Arkansas	131,796	166,156	+26.1	14,556	18,487	+27.0	9.05	8.99	156	193
California	2,452,404	3,816,129	+55.6	78,217	118,034	+50.9	31.35	32.33	178	260
Colorado	799,425	[7] 983,661	+23.0	28,991	[7] 36,713	+26.6	27.57	26.79	406	[7] 464
Connecticut	345,307	376,623	+9.1	13,547	14,677	+8.3	25.49	25.66	119	127
Delaware	32,097	28,431	−11.4	3,001	2,628	−12.4	10.70	10.82	146	125
District of Columbia	60,746	79,131	+30.3	2,452	3,151	+28.5	24.77	25.13	62	77
Florida	126,087	428,581	+239.9	10,912	29,456	+169.9	11.55	14.55	[8] 121	318
Georgia		278,998			30,680			9.09		224
Hawaii	10,249	22,086	+115.4	813	1,744	+114.5	12.61	12.66	78	195
Idaho	182,237	183,395	+.6	7,872	8,518	+8.2	23.15	21.53	287	304
Illinois	1,902,795	2,240,134	+17.7	115,500	125,164	+8.4	16.47	17.90	237	252
Indiana	608,944	698,375	+14.7	39,218	42,970	+9.6	15.53	16.25	[8] 140	[8] 150
Iowa	544,591	946,278	+73.8	36,595	47,780	+30.6	14.88	19.80	172	220
Kansas		360,465			19,682			18.31		134
Kentucky	354,748	[5] 0		35,651	[5] 0		9.95	[5] 0	201	[5] 0
Louisiana	193,417	259,971	+34.4	20,683	26,362	+27.5	9.35	9.86	241	314
Maine	73,356	208,637	+184.4	3,674	10,158	+176.5	19.97	20.54	44	120
Maryland	239,230	296,412	+23.9	13,909	16,954	+21.9	17.20	17.48	130	156
Massachusetts	1,580,083	1,950,009	+23.4	58,884	70,156	+19.1	26.83	27.80	184	215
Michigan	615,897	1,285,598	+108.7	35,883	70,268	+95.8	17.16	18.30	[8] 128	246
Minnesota	1,198,490	1,273,492	+6.3	61,826	63,733	+3.1	19.38	19.98	327	330
Mississippi	70,783	73,078	+3.2	16,994	15,270	−10.1	4.17	4.79	196	172
Missouri	[5] 0	1,193,973		[5] 0	72,422		[5] 0	16.49	[5] 0	[8] 234
Montana	208,702	248,098	+18.9	10,036	12,177	+21.3	20.80	20.37	339	406
Nebraska	484,344	396,616	−18.1	26,839	26,357	−1.8	18.05	15.05	281	272
Nevada		53,109			1,955			27.17		326
New Hampshire	75,083	85,932	+14.4	3,427	3,735	+9.0	21.91	23.01	[8] 67	[8] 70

See footnotes at end of table.

Table D–5.—Old-age assistance: Obligations [1] incurred for payments to recipients, number of recipients, average payment per recipient, and number of recipients per 1,000 estimated population 65 and over in States administering Federal funds, June 1937 and June 1938—Continued

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients [1]			Number of recipients			Average payment per recipient		Number of recipients per 1,000 estimated population 65 and over [2]	
	June 1937	June 1938	Percentage change	June 1937	June 1938	Percentage change	June 1937	June 1938	June 1937	June 1938
New Jersey	$401,050	$491,467	+22.5	23,960	26,442	+10.4	$16.74	$18.59	99	107
New Mexico	34,311	48,956	+42.7	3,269	3,783	+15.7	10.50	12.94	174	233
New York	2,133,144	2,516,460	+13.6	96,623	106,523	+10.2	22.08	23.62	125	136
North Carolina		283,711			29,842			9.51		204
North Dakota	114,172	129,891	+13.8	6,996	7,591	+8.5	16.32	17.11	199	211
Ohio	2,313,962	2,544,630	+10.0	102,552	110,542	+7.8	22.56	23.02	218	231
Oklahoma	961,053	991,358	+3.2	64,811	65,517	+1.1	14.83	15.13	562	555
Oregon	273,182	377,748	+38.3	12,778	17,826	+39.5	21.38	21.19	[5] 158	217
Pennsylvania	1,972,669	1,952,897	−1.0	90,073	91,297	+1.4	21.90	21.39	[5] 149	[5] 148
Rhode Island	80,700	118,600	+47.0	4,510	6,310	+39.9	17.89	18.79	102	140
South Carolina		235,458			22,082			10.66		356
South Dakota	80,531	314,733	+290.8	8,623	15,844	+83.7	9.34	19.86	209	377
Tennessee		306,737			23,141			13.26		153
Texas	1,732,593	1,531,047	−11.6	126,057	111,343	−11.7	13.74	13.75	458	395
Utah	147,976	329,226	+122.3	6,540	12,982	+98.5	22.63	25.36	253	481
Vermont	46,379	73,720	+59.0	3,864	5,238	+35.6	12.00	14.07	104	138
Washington	668,021	791,584	+18.5	32,022	35,563	+11.1	20.86	22.26	274	289
West Virginia	278,276	257,225	−7.6	18,128	18,393	+1.5	15.35	13.98	208	225
Wisconsin	702,623	820,523	+16.4	36,208	40,714	+12.4	19.41	20.15	170	188
Wyoming	58,892	61,899	+5.1	2,818	2,897	+2.8	20.90	21.37	278	297

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. Figures for June 1938 include direct assistance to recipients amounting to $32,353,482 and obligations incurred for assistance in kind and for payments to persons other than those certified for old-age assistance for rendering services to recipients amounting to $96,357 in 5 States. The comparison of the amounts incurred for both months excludes the amount of $96,357 incurred for June 1938, because these items were not included in the reports for June 1937. Expense for hospitalization and burials is excluded for both months.

[2] Rate for June 1937 is based on estimated population 65 years of age and over, as of Jan. 1, 1937; rate for June 1938 is based on estimated population 65 years of age and over, as of Jan. 1, 1938. Population was estimated with the advice of the U. S. Bureau of the Census.

[3] Comparison made for 41 States, the District of Columbia, and Hawaii, which had plans approved for both months.

[4] Arithmetic mean. The inclusion of the additional items for June 1938, indicated in footnote 1, does not affect the average monthly payment appreciably.

[5] Plan approved, but no payments were made for this month.

[6] Includes $1,033 incurred from State and local funds for payments to 41 recipients under 65 years of age whose applications for old-age assistance under State plan had not been approved. Rate per 1,000 excludes these recipients.

[7] Includes $76,445 incurred for payments to 2,872 recipients who were between the ages of 60 and 65 years. Rate per 1,000 excludes these recipients.

[8] Minimum age under State plan 70 years, but rate is based on population 65 years and over.

Table D–6.—Old-age assistance: Obligations [1] incurred for payments to recipients in States administering Federal funds, total for the fiscal year 1936–37, and, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients of old-age assistance [1]													
	Total for fiscal year (in thousands)		By months, fiscal year 1937–38											
	1936–37	1937–38	July	August	September	October	November	December	January	February	March	April	May	June
Total	$243,219	$361,570	$25,849,593	$26,630,114	$27,864,833	$28,662,400	$29,681,445	$30,766,836	$31,379,858	$31,595,334	$31,961,796	$32,242,651	$32,484,868	$32,449,839
Alabama	1,371	1,793	128,703	136,045	133,596	149,067	151,829	154,535	155,544	156,527	159,473	158,797	151,932	151,925
Alaska	----	238	15,295	15,170	15,680	15,850	17,125	19,680	20,355	21,460	22,400	23,752	25,097	26,212
Arizona	[2] 0	1,417	8,738	75,530	88,314	102,568	119,599	128,932	135,888	141,143	146,952	152,505	156,832	160,414
Arkansas	1,400	2,080	167,000	174,454	174,220	173,528	174,972	176,416	178,809	176,809	175,057	171,791	170,390	166,156
California	23,731	38,759	2,525,075	2,578,962	2,847,119	2,973,000	3,104,514	3,244,261	3,326,191	3,429,742	3,559,547	3,606,284	3,748,022	3,816,129
Colorado	8,587	12,917	804,806	802,976	1,078,985	1,206,087	1,291,864	1,356,757	1,374,772	1,116,993	956,949	967,437	975,797	983,661
Connecticut	3,594	4,399	362,352	365,013	353,680	366,754	357,339	371,691	372,889	339,216	378,404	369,675	385,225	376,623
Delaware	375	364	31,466	31,731	31,506	31,260	31,184	31,016	30,696	30,133	29,500	28,792	28,398	28,431
District of Columbia	431	870	62,740	63,251	66,033	67,737	70,593	73,244	75,344	77,183	78,302	78,475	78,393	79,181
Florida	837	4,014	125,241	171,653	226,851	279,392	323,045	364,459	398,147	413,919	425,438	423,712	428,384	428,581
Georgia	----	2,427	56,525	94,232	125,851	164,859	195,663	218,355	232,961	249,503	264,491	270,777	274,627	278,998
Hawaii	77	226	14,202	15,175	17,173	17,570	18,655	19,527	21,764	19,946	18,297	20,427	21,421	22,086
Idaho	2,175	2,146	177,713	176,806	176,508	176,084	174,184	176,093	178,046	179,833	181,539	182,104	183,226	183,395
Illinois	16,228	24,617	1,853,717	1,886,113	1,974,237	1,996,639	2,032,621	2,043,858	2,069,044	2,088,828	2,120,023	2,137,315	2,174,790	2,240,134
Indiana	5,663	8,003	622,014	633,436	643,830	654,199	662,375	670,128	673,593	677,831	683,220	689,316	694,480	698,375
Iowa	5,490	9,795	575,042	614,196	639,627	674,881	861,882	878,919	898,803	908,943	922,636	932,754	941,229	946,278
Kansas	----	2,757	----	29,917	104,679	159,897	207,275	251,086	289,771	317,059	334,198	344,680	358,179	360,465
Kentucky	1,681	3,890	386,102	405,644	403,137	400,816	364,401	343,769	328,868	318,552	314,824	312,766	310,700	[2] 0
Louisiana	1,955	2,976	237,148	256,531	264,340	232,601	234,600	239,508	243,462	247,004	249,915	254,097	256,908	259,971
Maine	803	859	72,875	71,012	[3]	[3]	[3]	978	12,408	54,076	104,405	150,315	184,327	208,637
Maryland	2,444	3,343	247,861	254,410	259,641	267,273	275,628	283,581	287,660	290,487	291,714	294,006	294,442	296,412
Massachusetts	14,811	21,639	1,625,476	1,646,677	1,676,110	1,709,961	1,769,643	1,812,981	1,832,477	1,866,860	1,899,591	1,921,918	1,926,906	1,950,009
Michigan	6,529	13,821	737,210	878,896	981,562	1,055,348	1,135,602	1,200,816	1,266,238	1,331,920	1,342,164	1,313,299	1,292,608	1,285,598
Minnesota	12,441	14,839	1,208,271	1,215,348	1,214,343	1,217,609	1,223,115	1,228,575	1,238,762	1,243,784	1,250,548	1,257,672	1,267,221	1,273,492
Mississippi	795	849	70,210	70,192	70,529	70,743	71,215	70,394	69,851	70,058	69,633	70,560	72,412	73,078
Missouri	6,382	12,464	912,332	935,295	944,035	947,519	981,119	1,042,820	1,062,917	1,072,037	1,085,642	1,122,851	1,163,037	1,193,973
Montana	1,867	2,810	214,975	220,521	223,118	227,779	227,384	233,131	238,284	240,763	243,046	245,486	247,391	248,098

See footnotes at end of table.

Table D–6.—Old-age assistance: Obligations[1] incurred for payments to recipients in States administering Federal funds, total for the fiscal year 1936–37, and, by months, for the fiscal year 1937–38—Continued

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients of old-age assistance[1]													
	Total for fiscal year (in thousands)		By months, fiscal year 1937–38											
	1936–37	1937–38	July	August	September	October	November	December	January	February	March	April	May	June
Nebraska	$4,973	$4,753	$354,540	$350,361	$349,609	$355,710	$383,235	$429,313	$438,967	$444,495	$446,986	$405,694	$397,569	$396,616
Nevada	----------	403	----------	2,682	12,174	23,962	30,804	38,428	43,128	46,432	49,414	50,806	52,071	53,109
New Hampshire	818	968	75,032	76,166	77,049	77,786	79,092	80,595	81,727	82,735	83,281	84,089	84,889	85,932
New Jersey	4,203	5,445	406,019	412,845	421,216	431,970	442,855	453,132	464,384	471,534	478,379	484,542	486,623	491,467
New Mexico	471	528	35,879	36,554	39,004	39,893	41,409	45,525	47,738	48,554	48,143	47,691	48,283	48,956
New York	19,792	28,983	2,179,748	2,260,266	2,294,908	2,378,658	2,399,739	2,454,120	2,491,159	2,490,909	2,499,864	2,512,669	2,504,859	2,516,460
North Carolina	----------	2,212	32,102	68,243	106,683	135,817	166,779	193,759	208,961	227,654	247,855	265,082	275,083	283,711
North Dakota	1,151	1,475	115,038	116,022	117,093	118,274	120,431	121,677	123,953	126,342	128,156	129,252	129,252	129,891
Ohio	27,319	28,564	2,319,350	2,276,773	2,269,955	2,205,948	2,193,205	2,416,977	2,414,627	2,431,712	2,465,634	2,500,989	2,523,944	2,544,630
Oklahoma	6,855	12,196	986,086	1,001,372	1,008,703	1,020,600	1,029,472	1,042,255	1,042,394	1,032,617	1,024,071	1,015,073	1,002,127	991,358
Oregon	3,016	3,749	274,803	275,863	274,968	274,021	275,578	277,967	317,634	327,980	341,648	359,417	371,321	377,748
Pennsylvania	17,025	24,481	2,009,899	2,041,174	2,068,674	2,068,281	2,073,722	2,080,842	2,080,618	2,061,237	2,039,684	2,019,242	1,984,936	1,952,897
Rhode Island	686	1,242	85,554	88,749	91,017	94,371	99,134	104,529	107,899	109,933	111,863	113,883	116,215	118,600
South Carolina	----------	1,612	----------	10,295	38,938	75,575	113,981	145,754	164,370	186,368	201,278	215,166	224,982	235,458
South Dakota	1,475	2,765	82,732	84,187	178,957	192,347	230,706	243,459	263,152	276,546	288,510	300,423	308,851	314,733
Tennessee	----------	2,204	10,173	44,737	71,835	102,048	134,573	178,411	209,256	259,114	285,014	297,365	304,338	306,737
Texas	17,420	18,713	1,653,162	1,603,671	1,583,753	1,556,301	1,571,530	1,558,247	1,543,706	1,532,003	1,525,684	1,526,759	1,527,939	1,531,047
Utah	1,428	3,373	171,017	207,004	243,718	263,078	280,723	296,821	305,035	312,736	316,833	321,082	325,587	329,226
Vermont	548	851	54,097	63,692	66,784	68,610	70,043	73,244	75,209	78,206	77,185	75,988	74,307	73,720
Washington	6,758	9,677	698,722	725,937	752,498	782,449	804,312	820,586	855,623	868,949	885,017	892,340	799,217	791,584
West Virginia	1,306	3,200	293,135	286,762	273,298	266,385	262,083	261,495	260,750	260,909	259,142	259,521	259,119	257,225
Wisconsin	7,659	9,137	709,938	717,417	724,335	731,369	740,735	753,991	765,765	776,963	789,030	797,644	809,154	820,523
Wyoming	650	727	59,478	60,156	59,960	59,926	59,878	60,199	60,259	60,797	61,217	61,371	61,828	61,899

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense and the expense of hospitalization and burials excluded. Figures for the fiscal year 1936–37 also exclude the amount of obligations incurred for assistance in kind and for payments to persons other than those certified for old-age assistance for rendering services to recipients.

[2] Plan approved, but no payments were made.

[3] The old-age assistance law expired by its own limitation Aug. 31, 1937. A new law was not effective until Dec. 1, 1937, and no Federal funds were granted for September, October, or November.

Table D–7.—Old-age assistance: Number of recipients [1] in States administering Federal funds, monthly average number for the fiscal year 1936–37, and number, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of recipients [1] of old-age assistance												
	Monthly average, fiscal year 1936–37	By months, fiscal year 1937–38											
		July	August	September	October	November	December	January	February	March	April	May	June
Total		1,392,522	1,435,429	1,468,788	1,505,558	1,544,504	1,581,207	1,609,711	1,633,408	1,656,011	1,671,377	1,686,478	1,665,402
Alabama	10,637	11,937	12,374	12,521	13,128	13,637	13,968	14,205	14,498	14,875	15,049	14,933	15,110
Alaska		566	562	574	577	612	688	713	759	802	864	917	960
Arizona	[2] 0	349	3,021	3,546	4,177	4,743	5,116	5,373	5,559	5,766	5,964	6,111	6,231
Arkansas	13,886	18,397	19,192	19,157	19,052	19,187	19,287	19,523	19,341	19,143	18,797	18,674	18,487
California	62,904	80,256	81,781	85,249	89,168	93,330	97,943	100,834	104,201	108,966	110,874	116,040	118,034
Colorado	26,394	29,194	29,115	26,913	30,279	32,518	34,250	34,718	35,314	35,813	36,177	36,482	36,713
Connecticut	11,764	13,719	13,793	13,882	14,045	14,066	14,131	14,275	14,288	14,358	14,408	14,553	14,677
Delaware	2,950	2,936	2,955	2,930	2,907	2,887	2,871	2,837	2,785	2,733	2,662	2,625	2,628
District of Columbia	1,558	2,454	2,592	2,716	2,760	2,840	2,931	2,999	3,051	3,093	3,093	3,119	3,151
Florida	8,397	10,838	11,859	14,357	17,551	20,217	22,893	25,478	26,593	27,599	28,335	28,888	29,456
Georgia		5,002	8,872	12,171	16,338	19,804	22,286	23,989	25,923	27,807	28,895	29,771	30,680
Hawaii	613	1,086	1,185	1,324	1,342	1,357	1,412	1,575	1,588	1,605	1,635	1,720	1,744
Idaho	7,825	7,862	7,932	7,944	7,972	8,023	8,123	8,245	8,328	8,409	8,435	8,502	8,518
Illinois	86,511	112,607	114,539	119,100	120,195	121,759	121,006	121,548	121,482	122,386	122,204	123,394	125,164
Indiana	34,588	39,829	40,372	40,816	41,239	41,575	41,887	41,941	42,042	42,250	42,531	42,773	42,970
Iowa	31,094	35,333	40,042	41,138	42,363	43,676	44,415	45,440	45,917	46,626	47,131	47,523	47,780
Kansas			2,565	6,440	9,139	11,312	13,554	15,331	16,637	17,612	18,535	19,339	19,682
Kentucky	15,346	38,816	40,789	40,517	40,299	36,308	35,050	34,396	33,960	33,611	33,422	33,214	[2] 0
Louisiana	14,097	22,156	23,786	24,590	23,426	23,840	24,132	24,467	24,930	25,336	25,819	26,036	26,362
Maine	3,645	3,630	3,574	[3]	[3]	[3]	42	566	2,583	5,048	7,318	8,982	10,158
Maryland	12,169	14,386	14,772	15,050	15,474	15,955	16,250	16,414	16,515	16,626	16,722	16,829	16,954
Massachusetts	46,950	60,049	60,733	61,524	62,568	63,856	64,896	65,912	66,665	67,665	68,504	69,348	70,156
Michigan	32,753	42,029	48,774	52,835	56,219	60,077	63,318	66,759	70,487	71,310	70,319	70,383	70,268
Minnesota	54,766	62,099	62,334	62,165	62,170	62,366	62,830	62,832	62,973	63,084	63,265	63,553	63,733
Mississippi	17,130	16,534	16,311	16,053	15,821	15,748	15,576	15,403	15,321	15,189	15,179	15,282	15,270
Missouri	53,197	73,309	73,552	73,534	73,625	74,416	76,365	76,161	74,073	72,568	72,317	72,394	72,442
Montana	7,579	10,323	10,615	10,743	11,022	11,062	11,401	11,671	11,828	11,948	12,071	12,146	12,177

See footnotes at end of table.

Table D–7.—Old-age assistance: Number of recipients [1] in States administering Federal funds, monthly average number for the fiscal year 1936–37, and number, by months, for the fiscal year 1937–38—Continued

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of recipients [1] of old-age assistance												
	Monthly average, fiscal year 1936–37	By months, fiscal year 1937–38											
		July	August	September	October	November	December	January	February	March	April	May	June
Nebraska	24,460	25,904	25,753	25,688	25,627	25,628	25,750	25,909	26,049	26,190	25,923	26,262	26,357
Nevada			123	422	837	1,090	1,336	1,571	1,699	1,813	1,868	1,922	1,955
New Hampshire	3,165	3,433	3,457	3,491	3,510	3,558	3,592	3,638	3,683	3,694	3,701	3,714	3,735
New Jersey	21,475	24,087	24,312	24,559	24,807	25,121	25,372	25,632	25,778	25,956	26,161	26,277	26,442
New Mexico	2,684	3,316	3,341	3,444	3,462	3,493	3,712	3,816	3,829	3,817	3,789	3,784	3,783
New York	76,265	98,377	99,488	100,272	101,152	101,972	102,924	103,801	104,292	104,479	104,807	105,770	106,523
North Carolina		3,417	7,689	11,760	14,897	18,051	20,868	22,490	24,284	26,302	27,962	29,029	29,842
North Dakota	6,047	7,017	7,047	7,091	7,124	7,204	7,247	7,340	7,441	7,521	7,563	7,566	7,591
Ohio	97,904	103,480	103,434	103,773	103,747	103,437	104,614	104,619	105,533	107,129	108,718	109,700	110,542
Oklahoma	49,040	66,485	67,476	67,879	68,483	68,879	69,392	69,224	68,448	67,869	67,173	66,262	65,517
Oregon	11,885	12,846	12,872	12,829	12,787	12,852	12,963	14,823	15,309	16,004	16,907	17,506	17,826
Pennsylvania	65,294	91,370	92,453	93,517	93,607	94,684	95,504	95,775	95,028	94,337	93,871	92,561	91,297
Rhode Island	3,272	4,779	4,965	5,094	5,236	5,453	5,697	5,859	5,942	6,038	6,133	6,212	6,310
South Carolina			941	3,426	6,665	10,158	13,216	15,144	17,334	18,816	20,091	21,078	22,082
South Dakota	9,300	8,933	9,149	9,680	10,447	12,619	13,261	14,265	14,795	15,241	15,539	15,713	15,844
Tennessee		811	3,540	5,610	7,787	10,234	13,394	15,565	19,410	21,410	22,438	22,986	23,141
Texas	98,577	120,293	116,579	115,454	113,555	114,645	113,703	112,576	111,617	111,061	111,103	111,198	111,343
Utah	5,397	6,707	7,891	9,349	10,185	10,894	11,589	11,935	12,265	12,461	12,670	12,833	12,982
Vermont	3,964	4,293	4,786	4,968	5,022	5,076	5,214	5,302	5,486	5,423	5,349	5,281	5,238
Washington	27,542	33,042	33,758	34,352	35,336	35,533	35,871	37,059	37,244	37,559	37,932	35,677	35,563
West Virginia	11,362	19,041	18,932	18,687	18,663	18,606	18,659	18,647	18,649	18,541	18,589	18,538	18,393
Wisconsin	33,870	36,358	36,594	36,809	36,927	37,310	37,816	38,276	38,784	39,236	39,699	40,190	40,714
Wyoming	2,598	2,837	2,858	2,845	2,839	2,836	2,842	2,840	2,868	2,886	2,866	2,888	2,897

[1] The number of recipients reported in this table is the number whose applications for old-age assistance have been approved formally. This number may be less than the total number of persons eligible for and receiving old-age assistance, since in certain States 1 grant may be made to cover the needs of 2 or more aged persons. The number is also less than the total number of persons in households receiving old-age assistance, since only the person formally granted and receiving old-age assistance for each month is counted.

[2] Plan approved, but no payments were made.

[3] The old-age assistance law expired by its own limitation Aug. 31, 1937. A new law was not effective until Dec. 1, 1937, and no Federal funds were granted for September, October, or November.

Table D–8.—Old-age assistance: Average payment per recipient [1] in States administering Federal funds, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Average payment per recipient of old-age assistance [1]											
	July	August	September	October	November	December	January	February	March	April	May	June
Median for States making payments [2]	$16.86	$16.73	$17.15	$17.41	$18.18	$18.36	$18.44	$18.60	$18.68	$18.59	$18.52	$18.59
Alabama	10.78	10.99	11.07	11.35	11.13	11.06	10.95	10.80	10.72	10.55	10.17	10.05
Alaska	27.02	26.99	27.32	27.47	27.98	28.60	28.55	28.27	27.93	27.49	27.37	27.30
Arizona	25.04	25.00	24.91	24.56	25.22	25.20	25.29	25.39	25.49	25.57	25.66	25.74
Arkansas	9.08	9.09	9.09	9.11	9.12	9.15	9.16	9.14	9.14	9.14	9.12	8.99
California	31.46	31.53	33.40	33.34	33.26	33.12	32.99	32.91	32.67	32.53	32.30	32.33
Colorado	27.57	27.58	40.09	39.83	39.73	39.61	39.60	31.63	26.72	26.74	26.75	26.79
Connecticut	26.41	26.46	25.48	26.11	25.40	26.30	26.12	23.74	26.35	25.66	26.47	25.66
Delaware	10.72	10.74	10.75	10.75	10.80	10.80	10.82	10.82	10.79	10.82	10.82	10.82
District of Columbia	25.57	24.40	24.31	24.54	24.86	24.99	25.12	25.30	25.32	25.37	25.13	25.13
Florida	11.56	14.47	15.80	15.92	15.98	15.92	15.63	15.56	15.41	15.13	14.83	14.55
Georgia	11.30	10.62	10.34	10.09	9.88	9.80	9.71	9.62	9.51	9.37	9.22	9.09
Hawaii	13.08	12.81	12.97	13.09	13.75	13.83	13.82	12.56	11.40	12.49	12.45	12.66
Idaho	22.60	22.29	22.22	22.09	21.71	21.68	21.59	21.59	21.59	21.59	21.55	21.53
Illinois	16.46	16.47	16.58	16.61	16.69	16.89	17.02	17.19	17.32	17.49	17.62	17.90
Indiana	15.62	15.69	15.77	15.86	15.93	16.00	16.06	16.12	16.17	16.21	16.24	16.25
Iowa	16.27	15.34	15.55	15.93	19.73	19.79	19.78	19.80	19.79	19.79	19.81	19.80
Kansas	----------	11.66	16.25	17.50	18.32	18.52	18.90	19.06	18.98	18.60	18.52	18.31
Kentucky	9.95	9.94	9.95	9.95	10.04	9.81	9.56	9.38	9.37	9.36	9.35	[3] 0
Louisiana	10.70	10.78	10.75	9.93	9.84	9.92	9.95	9.91	9.86	9.84	9.87	9.86
Maine	20.08	19.87	[4]	[4]	[4]	23.29	21.92	20.94	20.68	20.54	20.52	20.54
Maryland	17.23	17.22	17.25	17.27	17.28	17.45	17.53	17.59	17.55	17.58	17.50	17.48
Massachusetts	27.07	27.11	27.24	27.33	27.71	27.94	27.80	28.00	28.07	28.06	27.79	27.80
Michigan	17.54	18.02	18.58	18.77	18.90	18.96	18.97	18.90	18.82	18.68	18.37	18.30
Minnesota	19.46	19.50	19.53	19.59	19.61	19.55	19.72	19.75	19.82	19.88	19.94	19.98
Mississippi	4.25	4.30	4.39	4.47	4.52	4.52	4.53	4.57	4.58	4.65	4.74	4.79
Missouri	12.45	12.72	12.84	12.87	13.18	13.66	13.96	14.47	14.96	15.53	16.07	16.49
Montana	20.82	20.77	20.77	20.67	20.56	20.45	20.42	20.36	20.34	20.34	20.37	20.37
Nebraska	13.69	13.60	13.61	13.88	14.95	16.67	16.94	17.06	17.07	15.65	15.14	15.05
Nevada	----------	21.80	28.85	28.63	28.26	27.73	27.45	27.33	27.26	27.20	27.09	27.17
New Hampshire	21.86	22.03	22.07	22.16	22.23	22.44	22.46	22.46	22.54	22.72	22.86	23.01

See footnotes at end of table.

Table D–8.—Old-age assistance: Average payment per recipient [1] in States administering Federal funds, by months, for the fiscal year 1937–38—Continued

[Data reported by State agencies, corrected to July 15, 1938]

State	Average payment per recipient of old-age assistance [1]											
	July	August	September	October	November	December	January	February	March	April	May	June
New Jersey	$16.86	$16.98	$17.15	$17.41	$17.63	$17.86	$18.12	$18.29	$18 43	$18.52	$18.52	$18.59
New Mexico	10.82	10.94	11.33	11.52	11.85	12.26	12.51	12.68	12.61	12.59	12.76	12.94
New York	22.16	22.72	22.89	23.52	23.53	23.84	24.00	23.88	23.93	23.97	23.68	23.62
North Carolina	9.39	8.88	9.07	9.12	9.24	9.28	9.29	9.37	9.42	9.48	9.48	9.51
North Dakota	16.39	16.46	16.51	16.60	16.72	16.79	16.89	16.98	17.04	17.09	17.08	17.11
Ohio	22.41	22.01	21.87	21.26	21.20	23.10	23.08	23.04	23.02	23.00	23.01	23.02
Oklahoma	14.83	14.84	14.86	14.90	14.95	15.02	15.06	15.09	15.09	15.11	15.12	15.13
Oregon	21.39	21.43	21.43	21.43	21.44	21.44	21.43	21.42	21.35	21.26	21.21	21.19
Pennsylvania	22.00	22.08	22.12	22.10	21.90	21.79	21.72	21.69	21.62	21.51	21.44	21.39
Rhode Island	17.90	17.87	17.87	18.02	18.18	18.35	18.42	18.50	18.53	18.57	18.71	18.79
South Carolina	----------	10.94	11.37	11.34	11.22	11.03	10.85	10.75	10.70	10.71	10.67	10.66
South Dakota	9.26	9.20	18.49	18.41	18.28	18.36	18.45	18.69	18.93	19.33	19.66	19.86
Tennessee	12.54	12.64	12.80	13.10	13.15	13.32	13.44	13.35	13.31	13.25	13.24	13.26
Texas	13.74	13.76	13.72	13.71	13.71	13.70	13.71	13.73	13.74	13.74	13.74	13.75
Utah	25.50	26.23	26.07	25.83	25.77	25.61	25.56	25.50	25.43	25.34	25.37	25.36
Vermont	12.60	13.31	13.44	13.66	13.80	14.05	14.19	14.26	14.23	14.21	14.07	14.07
Washington	21.15	21.50	21.91	22.14	22.64	22.88	23.09	23.33	23.56	23.52	22.40	22.26
West Virginia	15.39	15.15	14.63	14.27	14.09	14.01	13.98	13.99	13.98	13.96	13.98	13.98
Wisconsin	19.53	19.60	19.68	19.81	19.85	19.94	20.01	20.03	20.11	20.09	20.13	20.15
Wyoming	20.97	21.05	21.08	21.11	21.11	21.18	21.22	21.20	21.21	21.41	21.41	21.37

[1] See footnote 1, table D–5.

[2] The average monthly payment per recipient for each State is the arithmetic mean. See table D–7 for number of recipients and table D–6 for amount of obligations incurred for payments to recipients.

[3] Plan approved, but no payments were made.

[4] The old-age assistance law expired by its own limitation Aug. 31, 1937. A new law was not effective until Dec. 1, 1937, and no Federal funds were granted for September, October, or November.

Table D–9.—Old-age assistance: Number of applications [1] in States administering Federal funds during the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of applications for old-age assistance [1]						
	Pending [2]	Received during 1937–38	Total during 1937–38	Disposed of during 1937–38			Pending June 30, 1938
				Total	Approved	Other disposition	
Total	238,267	944,146	1,182,413	906,909	617,026	289,883	275,504
Alabama	2,961	15,178	18,139	14,720	6,815	7,905	3,419
Alaska	0	671	671	624	555	69	47
Arizona	5,378	4,195	9,573	8,728	6,538	2,190	845
Arkansas	11,446	13,133	24,579	12,620	6,987	5,633	11,959
California	7,660	64,834	72,494	62,568	49,782	12,786	9,926
Colorado	651	18,632	19,283	18,346	13,891	4,455	937
Connecticut	953	3,917	4,870	3,743	2,870	873	1,127
Delaware	939	1,125	2,064	797	164	633	1,267
District of Columbia	955	1,256	2,211	1,849	1,002	847	362
Florida	8,414	36,283	44,697	32,470	21,427	11,043	12,227
Georgia	0	89,620	89,620	49,943	37,074	12,869	39,677
Hawaii	79	1,222	1,301	1,228	967	261	73
Idaho	252	2,869	3,121	2,793	1,797	996	328
Illinois	26,577	30,966	57,543	42,893	25,894	16,999	14,650
Indiana	2,938	14,056	16,994	14,835	9,503	5,332	2,159
Iowa	7,887	18,795	26,682	22,290	14,364	7,926	4,392
Kansas	0	29,566	29,566	27,770	21,919	5,851	1,796
Kentucky	24,046	11,600	35,646	13,304	5,957	7,347	22,342
Louisiana	4,594	13,452	18,046	14,797	9,009	5,788	3,249
Maine [3]	0	21,141	21,141	11,366	10,362	1,004	9,775
Maryland	5,177	6,293	11,470	8,583	5,012	3,571	2,887
Massachusetts	1,889	30,156	32,045	30,680	22,996	7,684	1,365
Michigan	4,767	77,138	81,905	57,608	41,789	15,819	24,297
Minnesota	1,863	13,573	15,436	13,710	9,882	3,828	1,726
Mississippi	1,631	5,622	7,253	3,156	2,251	905	4,097
Missouri	31,862	20,369	52,231	41,028	35,147	5,881	11,203
Montana	685	4,808	5,493	5,196	3,691	1,505	297
Nebraska	1,007	5,690	6,697	5,697	4,356	1,341	1,000
Nevada	1,982	1,028	3,010	2,846	2,161	685	164
New Hampshire	202	1,644	1,846	1,641	1,020	621	205
New Jersey	1,721	12,583	14,304	12,910	7,309	5,601	1,394
New Mexico	1,256	1,605	2,861	2,145	1,036	1,109	716
New York	11,077	44,233	55,310	46,214	26,236	19,978	9,096
North Carolina	0	55,672	55,672	48,596	34,003	14,593	7,076
North Dakota	769	2,479	3,248	2,536	1,559	977	712
Ohio	22,182	28,611	50,793	32,926	19,183	13,743	17,867
Oklahoma	4,127	12,234	16,361	12,933	7,856	5,077	3,428
Oregon	947	13,137	14,084	11,038	7,567	3,471	3,046
Pennsylvania	6,533	37,490	44,023	38,010	20,681	17,329	6,013
Rhode Island	3,054	2,937	5,991	5,389	2,638	2,751	602
South Carolina	0	43,755	43,755	37,429	24,418	13,011	6,326
South Dakota	2,905	10,113	13,018	12,558	9,387	3,171	460
Tennessee	0	43,130	43,130	32,415	24,665	7,750	10,715
Texas	4,273	29,297	33,570	29,045	19,752	9,293	4,525
Utah	155	9,145	9,300	9,094	7,714	1,380	206
Vermont	3,223	1,953	5,176	4,753	2,065	2,688	423
Washington	13,551	13,733	27,284	15,741	10,375	5,366	11,543
West Virginia	4,178	8,481	12,659	11,190	4,943	6,247	1,469
Wisconsin	1,360	13,982	15,342	13,381	9,900	3,481	1,961
Wyoming	161	744	905	777	557	220	128

[1] Figures for each State are limited to those months for which Federal funds were available.

[2] Figures represent the number of applications pending on July 1, 1937, or at the beginning of the first month for which Federal funds were available subsequent to July 1, 1937.

[3] Figures cover the period from Dec. 1, 1937, the date on which Federal funds became available under a revised State plan.

Table D–10.—Aid to dependent children: Obligations [1] incurred for payments to families, number of children, average payment per family, and number of recipients per 1,000 estimated population under 16 in States administering Federal funds, June 1937 and June 1938

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to families [1]			Number of children			Average payment per family		Number of recipients per 1,000 estimated population under 16 [2]	
	June 1937	June 1938	Percentage change	June 1937	June 1938	Percentage change	June 1937	June 1938	June 1937	June 1938
Total	$5,239,960	$7,629,412	[3] +27.4	427,446	604,160	[3] +16.8	[4] $30.57	[4] $31.29	[5] 19	21
Alabama	54,801	70,074	+27.8	14,286	15,999	+12.0	11.35	13.02	14	16
Arizona	35,883	56,606	+57.8	3,514	5,149	+46.5	30.31	32.78	27	40
Arkansas	54,113	47,699	−11.9	14,240	12,121	−14.9	10.31	10.65	21	18
California	328,408	463,046	+41.0	23,107	30,896	+33.7	33.67	36.87	[6] 17	[6] 23
Colorado	97,725	113,935	+16.6	8,397	9,568	+13.9	30.51	30.98	28	32
Delaware	12,229	16,292	+33.2	995	1,217	+22.3	29.90	31.33	14	18
District of Columbia	57,319	54,857	−4.6	3,470	3,566	+2.8	46.87	46.21	[6] 28	[6] 28
Georgia		86,023			10,959			21.45		11
Hawaii	21,535	29,618	+37.5	2,492	3,146	+26.2	30.90	33.20	15	23
Idaho	58,611	65,345	+11.5	5,424	5,897	+8.7	25.90	26.13	35	38
Indiana	235,061	381,374	+62.2	18,898	29,645	+56.9	28.63	27.43	20	32
Kansas		118,635			10,004			28.77		19
Louisiana	88,438	180,821	+104.5	19,520	25,499	+30.6	13.13	20.25	28	37
Maine	46,108	51,576	+11.9	3,393	3,654	+7.7	36.45	37.54	14	15
Maryland	176,368	223,966	+27.0	16,168	19,859	+22.8	30.94	31.10	35	44
Massachusetts	382,669	498,712	+30.3	16,532	21,348	+29.1	61.34	57.73	(7)	19
Michigan	335,748	436,116	+23.3	25,885	28,055	+8.4	30.60	36.28	19	21
Minnesota		198,077			14,495			34.82		[6] 20
Missouri		120,370			9,946			31.71		10
Montana	26,905	55,304	+105.6	2,424	4,667	+92.5	27.04	28.02	16	31
Nebraska	116,483	106,161	−8.9	10,235	10,167	−.7	27.59	24.27	26	26
New Hampshire	12,315	13,777	+11.9	944	989	+4.8	36.87	38.48	7	7
New Jersey	296,977	334,394	+10.4	24,287	25,476	+4.9	27.64	29.16	[6] 21	[6] 22
New Mexico	23,548	37,213	+58.0	3,042	4,204	+38.2	22.60	25.90	20	29
New York	1,063,524	1,331,077	+25.2	58,460	57,569	−1.5	42.01	47.59	19	18
North Carolina		119,253			20,605			16.17		16
North Dakota	[8] 0	30,714		[8] 0	2,859		[6] 0	33.79	[8] 0	12
Ohio	327,884	430,567	+30.1	26,207	31,144	+18.8	34.11	39.50	[9] 14	[9] 15
Oklahoma	130,689	228,457	+74.8	27,986	33,709	+20.4	11.06	15.63	34	41
Oregon	18,487	53,298	+188.3	1,839	3,219	+75.0	21.32	37.27	8	13

Pennsylvania	543,147	611,147	+12.5	39,752	44,197	+11.2	35.43	34.13	13	15
Rhode Island	39,415	44,848	+13.8	2,269	2,550	+12.4	52.21	48.70	12	14
South Carolina	---	76,475	---	---	10,893	---	---	20.40	---	16
Tennessee	---	189,616	---	---	28,164	---	---	18.42	---	31
Utah	69,803	82,322	+15.0	5,646	6,864	+21.6	31.06	29.41	32	39
Vermont	7,133	7,730	+8.4	851	1,046	+22.9	18.38	23.07	8	10
Washington	193,622	164,455	−15.1	14,127	13,127	−7.1	29.44	27.57	35	33
West Virginia	79,952	123,279	+54.2	10,573	16,729	+58.2	22.67	21.60	17	26
Wisconsin	284,771	357,572	+22.4	20,792	23,478	+12.9	31.56	35.37	[6] 25	[6] 29
Wyoming	20,289	18,111	−10.7	1,691	1,481	−12.4	29.58	30.13	25	22

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. Figures for June 1938 include direct assistance to recipients amounting to $7,585,259 and obligations incurred for assistance in kind and for payments to persons other than those certified for aid to dependent children for rendering services to recipients amounting to $44,153 in 6 States and the District of Columbia. The comparison of the amounts incurred for both months excludes the amount of $44,153 incurred for June 1938, because these items were not included in the reports for June 1937. Expense for hospitalization and burials is excluded for both months.

[2] Rate for June 1937 is based on estimated population under 16 years of age as of Jan. 1, 1937; rate for June 1938 is based on estimated population under 16 years of age as of Jan. 1, 1938. Population was estimated with the advice of the U. S. Bureau of the Census.

[3] Comparison made for 31 States, the District of Columbia, and Hawaii which had plans approved for both months.

[4] Arithmetic mean. The inclusion of the additional items for June 1938, indicated in footnote 1, does not affect the average monthly payment appreciably.

[5] For 31 States; excludes Massachusetts and North Dakota.

[6] Maximum age under State plan over 16 years, but rate is based on population under 16 years of age.

[7] Rate not computed, because count of children was incomplete.

[8] Plan approved, but no payments were made for this month.

[9] Maximum age under State plan over 16 years, but rate is based on number of recipients and population under 16 years.

Table D–11.—Aid to dependent children: Obligations [1] incurred for payments to recipients in States administering Federal funds, total for the fiscal year 1936–37, and, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients of aid to dependent children [1]													
	Total for fiscal year (in thousands)		By months, fiscal year 1937–38											
	1936–37	1937–38	July	August	September	October	November	December	January	February	March	April	May	June
Total	$40,760	$80,926	$5,399,267	$5,626,553	$5,940,610	$6,202,244	$6,546,305	$6,798,095	$7,003,959	$7,213,883	$7,516,719	$7,520,718	$7,527,857	$7,629,412
Alabama	678	784	55,508	58,206	58,696	65,325	64,392	68,000	69,427	67,948	69,766	69,171	67,558	70,074
Arizona	315	566	38,762	40,212	42,705	44,463	45,241	44,975	46,218	48,003	50,249	53,537	55,214	56,606
Arkansas	463	602	49,854	53,710	52,986	51,044	50,642	50,520	50,798	49,564	49,023	48,465	47,952	47,699
California	3,468	4,794	338,927	333,170	350,262	368,874	391,387	393,298	403,194	419,713	432,101	444,310	455,675	463,046
Colorado	913	1,249	98,880	100,198	98,913	99,992	100,070	101,419	103,811	105,646	106,204	108,379	111,418	113,935
Delaware	128	177	12,893	12,951	13,262	13,147	13,750	14,417	14,481	15,097	16,663	17,202	17,146	16,292
District of Columbia	721	680	51,532	49,987	50,582	51,091	54,896	58,513	62,349	63,490	63,176	60,893	58,771	54,857
Georgia		714	8,542	22,643	33,699	44,896	56,668	65,645	70,563	76,136	81,321	83,299	84,613	86,023
Hawaii [2]	22	358	24,684	24,237	26,032	31,834	33,805	34,749	35,510	29,266	28,852	29,291	30,336	29,618
Idaho	587	730	57,784	58,339	58,216	58,211	58,560	59,595	60,679	62,000	63,045	63,516	64,372	65,345
Indiana	1,114	3,944	256,515	276,459	289,499	301,587	313,626	328,583	340,772	351,281	361,103	368,508	374,325	381,374
Kansas		883		7,389	33,311	50,455	61,560	77,004	94,204	103,848	110,094	111,088	115,843	118,635
Louisiana	1,451	2,020	147,958	165,960	172,099	157,137	158,836	163,778	169,067	171,538	175,883	177,819	179,536	180,821
Maine	545	581	46,558	44,351	45,842	45,689	46,741	47,533	48,634	49,805	50,671	51,673	52,259	51,576
Maryland	1,903	2,493	180,428	185,360	192,538	192,239	195,669	204,178	211,247	220,286	228,886	230,893	226,911	223,966
Massachusetts	3,782	5,448	374,381	404,013	386,663	412,870	460,948	449,912	459,038	465,620	511,691	497,530	526,268	498,712
Michigan	2,860	5,143	339,945	360,773	382,284	408,786	427,781	451,819	463,914	482,736	490,920	462,267	435,889	436,116
Minnesota		1,675			142,249	140,110	145,443	152,523	162,710	170,547	181,001	188,556	193,639	198,077
Missouri		342				[3] 0	[3] 0	[3] 0	3,350	14,267	34,593	71,928	97,118	120,870
Montana	71	536	29,673	32,408	36,438	38,991	42,436	44,902	48,295	49,083	51,052	52,607	54,482	55,304
Nebraska	939	1,200	85,570	85,620	86,628	88,466	93,659	100,780	105,511	117,213	119,868	105,106	105,368	106,161
New Hampshire	147	161	12,296	12,487	13,436	13,414	13,362	13,443	13,621	13,636	13,878	13,805	13,963	13,777
New Jersey	3,448	3,823	302,737	302,478	301,541	306,086	310,058	325,756	319,621	324,859	324,428	332,556	337,993	334,394
New Mexico	254	386	24,787	25,697	27,305	28,277	29,499	33,580	34,811	35,728	36,066	36,282	36,471	37,213
New York	2,115	14,749	1,082,978	1,094,991	1,096,282	1,151,707	1,198,782	1,245,116	1,276,451	1,300,677	1,316,141	1,330,256	1,324,842	1,331,077
North Carolina		817	9,416	22,144	32,888	42,020	52,478	64,280	72,399	84,655	96,907	107,435	113,543	119,253

North Dakota	[3] 0	163	[3] 0	[3] 0	[3] 0	1,909	6,640	9,931	14,978	19,862	23,785	26,408	28,471	30,714
Ohio	3,172	4,658	333,531	343,660	350,430	361,646	374,111	390,561	398,719	407,093	415,909	422,935	428,762	430,567
Oklahoma	919	2,426	137,637	142,588	148,513	152,836	214,102	223,113	228,742	232,957	311,223	233,456	172,789	228,457
Oregon	18	444	23,172	26,025	28,728	30,373	32,985	35,209	36,895	39,048	41,259	46,047	50,900	53,298
Pennsylvania	4,186	7,102	557,712	568,822	575,610	580,542	585,133	592,196	601,121	602,534	607,053	607,984	612,470	611,147
Rhode Island	209	514	39,576	40,907	42,697	44,202	44,621	44,005	43,195	42,263	42,063	42,404	43,601	44,848
South Carolina	----------	443	----------	2,646	8,182	15,990	24,875	33,214	40,044	49,900	57,348	63,990	70,267	76,475
Tennessee	----------	1,432	5,435	39,771	67,334	88,859	107,060	123,138	134,119	153,022	165,454	175,245	182,763	189,616
Utah	718	983	67,147	71,669	76,054	79,270	81,692	84,773	87,176	89,090	92,703	85,430	85,422	82,322
Vermont	80	81	7,287	6,909	6,575	6,491	6,454	6,269	6,169	6,285	6,488	6,799	7,274	7,730
Washington	1,886	2,226	191,547	187,252	184,614	184,801	189,823	191,384	190,604	189,702	192,015	190,964	168,479	164,455
West Virginia	230	1,356	90,171	102,275	103,272	109,031	111,576	114,361	117,189	119,211	120,359	121,656	123,347	123,279
Wisconsin	3,202	4,020	295,233	300,447	304,850	320,531	328,732	337,422	346,493	352,411	359,523	363,216	353,874	357,572
Wyoming	217	222	20,211	19,799	19,395	19,052	18,212	18,201	17,840	17,863	17,955	17,812	17,933	18,111

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense and the expense of hospitalization and burials excluded. Figures for the fiscal year 1936–37 also exclude the amount of obligations incurred for assistance in kind and for payments to persons other than those certified for aid to dependent children for rendering services to recipients.

[2] Figures for June 1937–May 1938 were estimated by the Territory.

[3] Plan approved, but no payments were made.

Table D–12.—Aid to dependent children: Number of families [1] receiving aid in States administering Federal funds, monthly average number for the fiscal year 1936–37, and number, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of families receiving aid to dependent children [1]												
	Monthly average, fiscal year 1936–37	By months, fiscal year 1937–38											
		July	August	September	October	November	December	January	February	March	April	May	June
Total		175,042	182,987	193,852	199,573	204,676	211,946	218,510	225,290	231,661	236,825	240,538	243,832
Alabama	5,251	4,779	4,759	4,695	4,815	4,861	5,120	5,208	5,236	5,345	5,356	5,337	5,384
Arizona	884	1,255	1,281	1,307	1,359	1,386	1,413	1,442	1,486	1,556	1,652	1,703	1,727
Arkansas	3,981	4,799	5,172	5,101	4,912	4,875	4,858	4,861	4,759	4,686	4,616	4,557	4,480
California	8,909	9,861	9,931	10,066	10,421	10,656	10,892	11,002	11,406	11,753	12,061	12,322	12,559
Colorado	2,488	3,231	3,271	3,261	3,257	3,258	3,294	3,353	3,414	3,444	3,517	3,603	3,678
Delaware	393	423	426	438	436	450	459	457	467	507	523	525	520
District of Columbia	1,338	1,224	1,224	1,213	1,204	1,200	1,233	1,258	1,272	1,262	1,234	1,208	1,187
Georgia		402	986	1,451	1,987	2,521	2,929	3,187	3,448	3,726	3,816	3,917	4,011
Hawaii [2]	687	751	738	790	830	842	861	873	879	889	880	919	892
Idaho	1,883	2,237	2,260	2,252	2,242	2,257	2,310	2,351	2,395	2,425	2,441	2,474	2,501
Indiana	3,801	8,981	9,706	10,171	10,623	11,062	11,624	12,088	12,520	12,938	13,286	13,605	13,904
Kansas			412	1,304	1,827	2,204	2,717	3,259	3,548	3,763	3,902	4,031	4,124
Louisiana	5,418	7,032	7,573	7,718	7,932	7,771	7,857	8,124	8,326	8,531	8,697	8,814	8,931
Maine	1,248	1,266	1,203	1,234	1,226	1,256	1,279	1,298	1,327	1,351	1,377	1,393	1,374
Maryland	5,188	5,843	5,927	6,031	6,087	6,165	6,347	6,579	6,853	7,123	7,245	7,284	7,201
Massachusetts	5,281	6,401	6,530	6,737	6,979	7,144	7,356	7,503	7,705	7,951	8,244	8,436	8,639
Michigan	9,243	10,888	11,066	11,147	11,227	11,214	11,547	12,104	12,512	12,354	12,083	11,969	12,022
Minnesota				4,904	4,725	4,446	4,498	4,730	4,910	5,181	5,377	5,550	5,688
Missouri					[3] 0	[3] 0	[3] 0	98	423	1,091	2,226	3,016	3,812
Montana	914	1,090	1,185	1,327	1,406	1,531	1,606	1,728	1,772	1,838	1,890	1,946	1,974
Nebraska	3,063	4,153	4,185	4,192	4,142	3,936	3,952	4,053	4,116	4,253	4,295	4,324	4,374
New Hampshire	341	329	331	352	353	356	357	361	361	359	356	356	358
New Jersey	10,591	10,753	10,759	10,714	10,709	10,778	10,876	10,996	11,135	11,222	11,322	11,382	11,466
New Mexico	744	1,066	1,096	1,138	1,157	1,185	1,321	1,370	1,395	1,415	1,424	1,419	1,437
New York	25,137	25,570	25,667	25,693	25,989	26,157	26,462	26,775	27,079	27,317	27,603	27,820	27,971
North Carolina		530	1,313	2,064	2,629	3,284	4,043	4,549	5,283	6,051	6,640	7,032	7,375
North Dakota	[3] 0	[3] 0	[3] 0	[3] 0	55	189	280	432	577	684	767	830	909
Ohio	9,477	9,654	9,809	9,900	10,032	10,220	10,447	10,588	10,686	10,789	10,835	10,876	10,900
Oklahoma	10,942	12,143	12,507	12,871	13,132	13,507	14,054	14,376	14,656	14,862	14,917	14,809	14,617
Oregon	867	720	790	859	908	965	1,010	1,047	1,099	1,149	1,262	1,371	1,430

Pennsylvania	10,850	15,743	16,094	16,332	16,531	16,725	16,985	17,298	17,412	17,633	17,714	17,896	17,905
Rhode Island	673	758	786	825	855	859	856	854	846	846	864	892	921
South Carolina	----------	----------	141	425	787	1,221	1,619	1,975	2,446	2,822	3,133	3,449	3,749
Tennessee	----------	306	2,382	3,853	4,896	5,861	6,695	7,235	8,242	8,879	9,457	9,902	10,293
Utah	1,922	2,283	2,350	2,386	2,425	2,472	2,516	2,559	2,625	2,744	2,768	2,784	2,799
Vermont	355	380	376	366	361	348	336	328	320	325	327	329	335
Washington	5,536	6,485	6,342	6,236	6,245	6,399	6,455	6,457	6,419	6,493	6,486	6,093	5,966
West Virginia	1,712	3,949	4,541	4,661	4,976	5,122	5,290	5,430	5,520	5,575	5,636	5,704	5,708
Wisconsin	8,651	9,076	9,151	9,190	9,263	9,385	9,589	9,727	9,819	9,928	10,001	10,064	10,110
Wyoming	617	681	667	648	633	608	603	597	596	601	595	597	601

[1] The number of families reported in this table is the number for whom applications or aid to dependent children have been appr oved formally.

[2] Figures for June 1937–May 1938 were estimated by the Territory.

[3] Plan approved, but no payments were made.

Table D–13.—Aid to dependent children: Number of children [1] receiving aid in States administering Federal funds, monthly average number for the fiscal year 1936–37, and number, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of children receiving aid to dependent children[1]												
	Monthly average, fiscal year 1936–37	By months, fiscal year 1937–38											
		July	August	September	October	November	December	January	February	March	April	May	June
Total		431,672	452,847	480,884	495,976	508,837	527,030	542,289	558,566	573,919	586,363	594,992	604,160
Alabama	15,444	14,235	14,110	13,903	14,218	14,420	15,149	15,423	15,642	15,981	15,947	15,889	15,999
Arizona	2,696	3,714	3,802	3,877	4,039	4,079	4,184	4,227	4,369	4,578	4,867	5,036	5,149
Arkansas	11,005	13,013	14,106	13,797	13,314	13,200	13,167	12,804	12,569	12,559	12,459	12,355	12,121
California	21,014	23,351	23,448	24,468	25,664	26,447	27,050	27,236	28,243	29,072	29,783	30,479	30,896
Colorado	6,605	8,493	8,586	8,529	8,549	8,544	8,625	8,819	8,936	9,001	9,184	9,399	9,568
Delaware	961	1,034	1,028	1,036	1,030	1,056	1,074	1,061	1,088	1,182	1,218	1,222	1,217
District of Columbia	3,714	3,490	3,536	3,506	3,495	3,545	3,659	3,731	3,755	3,764	3,694	3,630	3,566
Georgia		1,203	2,861	4,136	5,608	7,108	8,282	9,008	9,639	10,278	10,546	10,716	10,959
Hawaii [2]	2,492	2,665	2,656	2,791	2,939	2,959	2,987	3,021	3,034	3,038	3,146	3,243	3,146
Idaho	4,653	5,379	5,406	5,373	5,382	5,394	5,476	5,554	5,656	5,742	5,747	5,836	5,897
Indiana	9,321	20,358	21,777	22,708	23,551	24,376	25,437	26,344	27,092	27,912	28,500	29,052	29,645
Kansas			1,213	3,496	4,882	5,700	6,929	8,086	8,752	9,244	9,549	9,836	10,004
Louisiana	16,167	20,374	21,942	22,359	22,688	22,512	22,763	23,536	24,120	24,711	25,196	25,141	25,499
Maine	3,383	3,383	3,168	3,251	3,244	3,346	3,405	3,470	3,549	3,586	3,649	3,702	3,654
Maryland	14,689	16,593	16,841	17,185	17,328	17,571	18,025	18,577	19,274	19,930	20,154	20,211	19,859
Massachusetts	14,341	16,802	17,146	17,498	17,974	18,205	18,685	18,981	19,413	19,897	20,541	20,901	21,348
Michigan	21,664	25,644	26,096	26,258	26,403	26,355	27,077	28,094	28,853	28,499	27,922	27,795	28,055
Minnesota				12,086	12,047	11,546	11,666	12,257	12,650	13,289	13,789	14,178	14,495
Missouri					[3] 0	[3] 0	[3] 0	314	1,246	2,981	5,950	8,021	9,946
Montana	2,219	2,627	2,831	3,156	3,377	3,652	3,848	4,125	4,189	4,351	4,459	4,579	4,667
Nebraska	7,475	10,029	10,072	10,017	9,864	9,339	9,394	9,563	9,699	10,050	10,086	10,131	10,167
New Hampshire	970	935	934	999	999	997	998	1,006	1,012	1,000	987	986	989
New Jersey	24,097	24,346	24,310	24,195	24,192	24,276	24,477	24,695	24,936	25,073	25,222	25,347	25,476
New Mexico	2,152	3,142	3,235	3,358	3,413	3,488	3,901	4,027	4,087	4,129	4,155	4,133	4,204
New York	58,071	53,444	53,587	53,596	54,162	54,401	55,027	55,547	56,046	56,426	56,934	57,315	57,569
North Carolina		1,753	4,239	6,447	8,107	9,803	12,055	13,441	15,430	17,434	18,881	19,830	20,605
North Dakota	[3] 0	[3] 0	[3] 0	[3] 0	167	621	936	1,418	1,851	2,210	2,447	2,637	2,859
Ohio	24,757	26,377	26,751	27,033	27,169	27,578	28,048	28,353	28,530	28,800	29,003	29,321	31,144
Oklahoma	26,019	28,605	29,220	29,999	30,521	31,386	32,632	33,470	34,088	34,341	34,522	34,240	33,709
Oregon	1,839	1,605	1,789	1,967	2,084	2,219	2,310	2,387	2,496	2,586	2,851	3,089	3,219

Pennsylvania	28,140	40,808	41,534	41,998	42,265	42,583	43,041	43,625	43,662	43,993	44,018	44,264	44,197
Rhode Island	2,090	2,261	2,300	2,398	2,471	2,470	2,443	2,407	2,388	2,373	2,393	2,479	2,550
South Carolina			421	1,223	2,312	3,643	4,869	5,925	7,308	8,435	9,252	10,083	10,893
Tennessee		890	7,098	11,344	14,464	16,941	19,267	20,758	23,399	25,011	26,316	27,232	28,164
Utah	4,957	5,742	5,841	5,905	5,981	6,061	6,152	6,254	6,405	6,707	6,800	6,826	6,864
Vermont	778	834	824	796	797	773	752	743	749	776	1,014	1,024	1,046
Washington	12,161	13,936	13,609	13,383	13,377	13,697	13,821	13,816	13,811	13,944	13,930	13,245	13,127
West Virginia	5,187	11,912	13,607	13,795	14,746	15,149	15,582	16,008	16,274	16,429	16,565	16,752	16,729
Wisconsin	20,098	21,009	21,281	21,409	21,573	21,883	22,331	22,702	22,852	23,131	23,225	23,378	23,478
Wyoming	1,531	1,686	1,642	1,609	1,580	1,514	1,506	1,476	1,474	1,476	1,462	1,459	1,481

[1] The number of children reported in this table represents those for whom applications for aid were approved formally. This number may be less than the total number of children in families which received aid on behalf of dependent children.

[2] Figures for June 1937–May 1938 were estimated by the Territory.

[3] Plan approved, but no payments were made.

Table D–14.—Aid to dependent children: Average payment per family[1] in States administering Federal funds, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Average payment per family for aid to dependent children[1]											
	July	August	September	October	November	December	January	February	March	April	May	June
Median for States making payments[2]	$29.68	$30.04	$29.77	$30.10	$30.56	$30.79	$31.33	$31.54	$31.28	$30.84	$30.80	$30.56
Alabama	11.61	12.23	12.50	13.57	13.25	13.28	13.33	12.98	13.32	12.91	12.66	13.02
Arizona	30.89	31.39	32.67	32.72	32.64	31.83	32.05	32.30	32.29	32.41	32.42	32.78
Arkansas	10.39	10.38	10.39	10.39	10.39	10.40	10.45	10.41	10.46	10.50	10.52	10.65
California	34.37	33.55	34.80	35.40	36.73	36.11	36.65	36.80	36.77	36.84	36.98	36.87
Colorado	30.60	30.63	30.33	30.70	30.72	30.79	30.96	30.94	30.84	30.82	30.92	30.98
Delaware	30.48	30.40	30.28	30.15	30.56	31.41	31.69	32.33	32.87	32.39	32.66	31.33
District of Columbia	42.10	40.84	41.70	42.43	45.75	47.46	49.56	49.91	50.06	49.35	48.65	46.21
Georgia	21.25	22.96	23.22	22.59	22.48	22.41	22.14	22.08	21.83	21.83	21.60	21.45
Hawaii[3]	32.87	32.84	32.95	38.35	40.15	40.36	40.68	33.29	32.45	33.29	33.01	33.20
Idaho	25.83	25.81	25.85	25.96	25.95	25.80	25.81	25.89	26.00	26.02	26.02	26.13
Indiana	28.56	28.48	28.46	28.39	28.35	28.27	28.19	28.06	27.91	27.74	27.51	27.43
Kansas	----------	17.93	25.55	27.62	27.93	28.34	28.91	29.27	29.26	28.47	28.74	28.77
Louisiana	21.04	21.91	22.30	19.81	20.44	20.84	20.81	20.60	20.62	20.45	20.37	20.25
Maine	36.78	36.87	37.15	37.27	37.21	37.16	37.47	37.53	37.51	37.53	37.52	37.54
Maryland	30.88	31.27	31.92	31.58	31.74	32.17	32.11	32.14	32.13	31.87	31.15	31.10
Massachusetts	58.49	61.40	57.39	59.16	64.52	61.16	61.18	60.43	64.36	60.35	62.38	57.73
Michigan	31.22	32.60	34.29	36.41	38.15	39.13	38.33	38.58	39.74	38.26	36.42	36.28
Minnesota	----------	----------	29.01	29.65	32.71	33.91	34.40	34.73	34.34	35.07	34.89	34.82
Missouri	----------	----------	----------	[4] 0	[4] 0	[4] 0	34.18	33.73	31.71	32.31	32.20	31.71
Montana	27.22	27.35	27.46	27.73	27.72	27.96	27.95	27.70	27.78	27.83	28.00	28.02
Nebraska	20.60	20.46	20.67	21.36	23.80	25.50	26.03	28.48	28.18	24.47	24.37	24.27
New Hampshire	37.37	37.73	38.17	38.00	37.53	37.66	37.73	37.77	38.66	38.78	39.22	38.48
New Jersey	28.15	28.11	28.14	28.58	28.77	29.95	29.07	29.17	28.91	29.37	29.70	29.16
New Mexico	23.25	23.45	23.99	24.44	24.89	25.42	25.41	25.61	25.49	25.48	25.70	25.90
New York	42.35	42.66	42.67	44.32	45.83	47.05	47.67	48.03	48.18	48.19	47.62	47.59
North Carolina	17.77	16.87	15.93	15.98	15.98	15.90	15.92	16.02	16.02	16.18	16.15	16.17
North Dakota	[4] 0	[4] 0	[4] 0	34.71	35.13	35.47	34.67	34.42	34.77	34.43	34.30	33.79
Ohio	34.55	35.04	35.40	36.05	36.61	37.38	37.66	38.10	38.55	39.03	39.42	39.50
Oklahoma	11.33	11.40	11.54	11.64	15.85	15.88	15.91	15.89	20.94	15.65	11.67	15.63
Oregon	32.18	32.94	33.44	33.45	34.18	34.86	35.24	35.53	35.91	36.49	37.13	37.27

Pennsylvania	35.43	35.34	35.24	35.12	34.99	34.87	34.75	34.60	34.43	34.32	34.22	34.13
Rhode Island	52.21	52.04	51.75	51.70	51.95	51.41	50.58	49.96	49.72	49.08	48.88	48.69
South Carolina			19.25	20.32	20.37	20.52	20.28	20.40	20.32	20.42	20.37	20.40
Tennessee	17.76	16.70	17.48	18.15	18.27	18.39	18.54	18.57	18.63	18.53	18.46	18.42
Utah	29.41	30.50	31.88	32.69	33.05	33.69	34.07	33.94	33.78	30.86	30.68	29.41
Vermont	19.18	18.38	17.96	17.98	18.55	18.66	18.81	19.64	19.96	20.79	22.11	23.07
Washington	29.54	29.53	29.60	29.59	29.66	29.65	29.52	29.55	29.57	29.44	27.65	27.57
West Virginia	22.83	22.52	22.16	21.91	21.78	21.62	21.58	21.60	21.59	21.59	21.62	21.60
Wisconsin	32.53	32.83	33.17	34.60	35.03	35.19	35.62	35.89	36.21	36.32	35.16	35.37
Wyoming	29.68	29.68	29.93	30.10	29.95	30.18	29.88	29.97	29.88	29.94	30.04	30.13

[1] See footnote 1, table D–11.
[2] The average monthly payment per recipient for each State is the arithmetic mean. See table D–12 for number of recipients and table D–11 for amount of obligations incurred for payments to recipients.
[3] Figures for July 1937–May 1938 were estimated by the Territory.
[4] Plan approved, but no payments were made.

Table D–15.—Aid to dependent children: Number of applications [1] in States administering Federal funds during the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of applications for aid to dependent children [1]													
	Pending [1]		Received during 1937–38		Total during 1937–38		Disposed of during 1937–38						Pending June 30, 1938	
							Total		Approved		Other disposition			
	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children
Total	28,134	67,933	202,579	500,779	230,713	568,712	185,756	460,654	124,450	320,400	61,306	140,254	44,957	108,058
Alabama	532	1,375	6,696	19,542	7,228	20,917	6,378	18,674	3,546	10,639	2,832	8,035	850	2,243
Arizona	105	313	1,486	4,198	1,591	4,511	1,364	3,880	851	2,471	513	1,409	227	631
Arkansas	509	1,161	5,422	13,914	5,931	15,075	2,863	7,471	1,166	3,307	1,697	4,164	3,068	7,604
California	754	1,784	7,459	18,290	8,213	20,074	6,939	17,223	5,181	13,730	1,758	3,493	1,274	2,851
Colorado	208	478	1,824	4,550	2,032	5,028	1,860	4,652	1,562	4,016	298	636	172	376
Delaware	188	404	310	743	498	1,147	456	1,035	191	460	265	575	42	112
District of Columbia	31	141	456	1,451	487	1,592	485	1,581	439	1,396	46	185	2	11
Georgia	0	0	13,689	34,814	13,689	34,814	6,945	18,646	4,854	13,496	2,091	5,150	6,744	16,168
Hawaii [3]	36	129	37	138	73	267	27	92	17	51	10	41	46	175
Idaho	124	281	1,556	3,544	1,680	3,825	1,485	3,414	1,057	2,459	428	955	195	411
Indiana	2,992	6,008	11,465	22,572	14,457	28,580	12,414	24,808	7,793	15,953	4,621	8,855	2,043	3,772
Kansas	0	0	7,399	17,619	7,399	17,619	6,835	16,432	4,984	12,329	1,851	4,103	564	1,187
Louisiana	647	1,777	6,359	17,363	7,006	19,140	6,051	16,544	4,556	12,360	1,495	4,184	955	2,596
Maine	490	1,500	1,098	3,045	1,588	4,545	1,026	3,077	367	1,163	659	1,914	562	1,468
Maryland	535	1,225	6,317	16,149	6,852	17,374	6,271	15,983	3,739	10,353	2,532	5,630	581	1,391
Mississippi	444	996	4,176	10,642	4,620	11,638	4,308	10,720	3,559	8,920	749	1,800	312	918
Michigan	754	1,636	7,767	17,155	8,521	18,791	8,186	18,003	6,917	15,577	1,269	2,426	335	788
Minnesota	21	53	3,668	9,313	3,689	9,366	2,895	7,439	2,234	5,878	661	1,561	794	1,927
Missouri	0	0	9,961	24,172	9,961	24,172	5,513	13,964	4,552	11,879	961	2,085	4,448	10,208
Montana	259	567	1,909	4,355	2,168	4,922	2,037	4,621	1,462	3,427	575	1,194	131	301
Nebraska	478	1,052	2,106	4,655	2,584	5,707	2,292	5,079	1,746	4,034	546	1,045	292	628
New Hampshire	121	351	226	627	347	978	129	371	78	258	51	113	218	607
New Jersey	1,325	3,076	4,461	10,225	5,786	13,301	5,013	11,542	3,127	7,483	1,886	4,059	773	1,759
New Mexico	542	1,619	913	2,790	1,455	4,409	1,075	3,058	604	1,826	471	1,232	380	1,351
New York [4]	3,211	6,888	14,785	30,317	17,996	37,205	15,116	31,601	7,801	17,507	7,315	14,094	2,880	5,604
North Carolina	0	0	12,655	35,425	12,655	35,425	10,921	30,804	8,288	23,625	2,633	7,179	1,734	4,621
North Dakota	0	0	1,536	4,541	1,536	4,541	1,201	3,645	939	2,954	262	691	335	896
Ohio	3,683	9,471	5,991	16,468	9,674	25,939	7,072	18,828	3,509	10,159	3,563	8,669	2,602	7,111
Oklahoma	3,595	8,494	10,386	23,680	13,981	32,174	11,022	24,945	6,917	16,091	4,105	8,854	2,959	7,229
Oregon	481	1,020	1,844	4,157	2,325	5,177	1,792	4,023	1,215	2,875	577	1,148	533	1,154

Pennsylvania	1,664	4,508	8,723	20,531	10,387	25,039	8,699	20,967	5,464	13,821	3,235	7,146	1,688	4,072
Rhode Island	97	249	535	1,440	632	1,689	445	1,189	245	704	200	485	187	500
South Carolina	89	238	8,456	22,610	8,545	22,848	6,657	18,044	4,138	12,119	2,519	5,925	1,888	4,804
Tennessee	0	0	16,734	44,609	16,734	44,609	13,784	37,488	10,874	30,030	2,910	7,458	2,950	7,121
Utah	94	214	1,580	3,728	1,674	3,942	1,592	3,771	1,296	3,176	296	595	82	171
Vermont	30	96	273	1,099	303	1,195	209	884	76	510	133	374	94	311
Washington	614	1,278	2,729	5,975	3,343	7,253	2,776	6,119	2,047	4,727	729	1,392	567	1,134
West Virginia	2,942	8,251	4,267	12,148	7,209	20,399	6,536	18,297	3,471	10,064	3,065	8,233	673	2,102
Wisconsin	509	1,229	5,121	11,698	5,630	12,927	4,890	11,259	3,460	8,240	1,430	3,019	740	1,668
Wyoming	30	71	204	487	234	558	197	481	128	333	69	148	37	77

[1] Figures for each State are limited to those months for which Federal funds were available.

[2] Figures represent the number of applications pending on July 1, 1937, or at the beginning of the first month for which Federal funds were available subsequent to July 1, 1937.

[3] Figures are for the month of June 1938, the only month for which the Territory reported completely.

[4] Figures cover the period August 1937–June 1938.

Table D–16.—Aid to the blind: Obligations [1] incurred for payments to recipients, number of recipients, average payment per recipient, and number of recipients per 100,000 estimated population in States administering Federal funds, June 1937 and June 1938

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients [1]			Number of recipients			Average payment per recipient		Number of recipients per 100,000 estimated population [2]	
	June 1937	June 1938	Percentage change	June 1937	June 1938	Percentage change	June 1937	June 1938	June 1937	June 1938
Total [3]	$874,531	$907,708	[4] +33.7	35,042	38,912	[4] +20.3	[5] $24.96	[5] $23.33	46	43
Alabama	1,862	4,066	+118.4	192	431	+124.5	9.70	9.44	7	15
Arizona	3,844	6,890	+79.2	177	289	+63.3	21.72	23.84	44	70
Arkansas	6,416	6,037	−5.9	716	661	−7.7	8.96	9.13	35	32
California	170,541	271,920	+59.4	4,761	5,682	+19.3	35.82	47.86	78	92
Colorado	15,530	16,764	+4.1	584	590	+1.0	26.59	28.41	55	55
District of Columbia	3,559	5,538	+55.6	143	210	+46.8	24.89	26.37	23	33
Florida		21,019			1,426			14.74		85
Georgia		11,921			1,054			11.31		34
Hawaii		992			67			14.80		17
Idaho	6,090	6,232	+2.3	261	278	+6.5	23.33	22.42	54	56
Indiana	35,029	46,022	+31.4	1,942	2,413	+24.2	18.04	19.07	56	69
Iowa		26,305			1,138			23.12		45
Kansas		15,438			758			20.37		41
Louisiana	[6] 0	8,695		[6] 0	675		[6] 0	12.88	[6] 0	32
Maine	24,466	28,147	+15.0	1,157	1,248	+7.9	21.15	22.55	136	146
Maryland	11,779	12,426	+5.5	587	597	+1.7	20.07	20.81	35	36
Massachusetts	17,458	22,533	+29.1	973	1,062	+9.1	17.94	21.22	22	24
Michigan	11,620	13,814	+13.1	587	582	−.8	19.80	23.74	12	12
Minnesota		15,466			658			23.51		25
Montana		1,071			52			20.60		10
Nebraska	10,762	11,152	+3.6	549	567	+3.3	19.60	19.67	40	42
New Hampshire	5,703	6,250	+9.6	286	293	+2.4	19.94	21.33	56	57
New Jersey	10,631	13,025	+22.5	491	584	+18.9	21.65	22.30	11	13
New Mexico	2,484	3,281	+32.1	172	203	+18.0	14.44	16.16	41	48
New York	27,126	57,885	+110.5	1,407	2,496	+77.4	19.28	23.19	11	19
North Carolina		28,443			1,972			14.42		56
North Dakota	978	1,922	[7]	54	106	[7]	18.11	18.13	8	15
Ohio	65,849	75,297	+12.5	3,689	3,853	+4.4	17.85	19.54	55	57
Oklahoma	24,009	23,679	−1.4	1,460	2,071	+41.8	16.44	11.43	58	81
Oregon	10,138	11,288	+11.3	405	446	+10.1	25.03	25.31	40	43

Pennsylvania	313,030	([8])		10,461			29.92	([8])	103	([8])
South Carolina		11,475			834			13.76		44
South Dakota		3,498			167			20.95		24
Tennessee		18,032			1,221			14.77		42
Utah	6,172	5,653	−8.8	254	221	−13.0	24.30	25.58	49	43
Vermont	1,670	2,469	+38.4	148	139	−6.1	11.28	17.77	39	36
Washington	26,694	31,980	+19.8	765	1,003	+31.1	34.89	31.88	46	60
West Virginia	12,255	13,011	+6.2	663	744	+12.2	18.48	17.49	36	40
Wisconsin	43,114	43,325	+.3	1,980	1,959	−1.1	21.77	22.12	68	67
Wyoming	5,722	4,747	−17.0	178	162	−9.0	32.15	29.30	76	69

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. Figures for June 1938 include direct assistance to recipients amounting to $904,149 and obligations incurred for assistance in kind and for payments to persons other than those certified for aid to the blind for rendering services to recipients amounting to $3,559 in 7 States. The comparison of the amounts incurred for both months excludes the amount of $3,559 incurred for June 1938, because these items were not included in the reports for June 1937. Expense for hospitalization and burials is excluded for both months.

[2] Rate for June 1937 is based on total population as of Jan. 1, 1937; rate for June 1938 is based on total population as of July 1, 1937. Population was estimated by the U. S. Bureau of the Census.

[3] In addition, Connecticut had a plan for aid to the blind approved by the Social Security Board but had not requested Federal funds since July 1, 1936.

[4] Comparison made for 27 States and the District of Columbia which had plans approved for both months.

[5] Arithmetic mean. The inclusion of the additional items for June 1938, indicated in footnote 1, does not affect the average monthly payment appreciably.

[6] Plan approved, but no payments were made for June 1937.

[7] Figures for June 1937 are too small for significant percentage change.

[8] Approved plan expired Dec. 31, 1937, and no Federal funds have been available since that date.

Table D–17.—Aid to the blind: Obligations [1] incurred for payments to recipients in States administering Federal funds, total for the fiscal year 1936–37, and, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Obligations incurred for payments to recipients of aid to the blind[1]													
	Total for fiscal year		By months, fiscal year 1937–38											
	1936–37	1937–38	July	August	September	October	November	December	January	February	March	April	May	June
Total [2]	$8,980,938	$11,376,856	$922,383	$948,095	$1,034,073	$1,057,303	$1,089,544	$1,119,933	$811,453	$847,937	$874,576	$878,160	$885,691	$907,708
Alabama	4,408	41,636	2,659	2,534	2,748	3,189	3,341	3,493	3,649	3,783	4,049	4,106	4,019	4,066
Arizona	33,532	69,913	4,086	4,488	5,042	5,679	5,978	6,159	6,147	6,165	6,242	6,447	6,590	6,890
Arkansas	56,899	74,364	6,094	6,301	6,308	6,333	6,273	6,296	6,237	6,151	6,115	6,128	6,091	6,037
California	1,908,344	2,900,794	172,888	174,609	233,531	237,593	245,118	251,592	255,848	261,692	263,700	264,278	268,025	271,920
Colorado	179,984	193,975	15,597	16,310	15,907	15,741	15,972	16,334	15,950	16,145	16,393	16,495	16,367	16,764
District of Columbia	27,190	55,797	3,289	3,929	4,131	4,298	4,416	4,702	4,834	4,971	5,098	5,253	5,338	5,538
Florida		74,788						[3] 0	1,593	6,929	11,396	15,152	18,699	21,019
Georgia		98,432	291	2,710	4,728	6,760	8,238	9,146	9,682	10,504	11,303	11,475	11,674	11,921
Hawaii		6,713	[3] 0	[3] 0	[3] 0	[3] 0	1,120	1,120	586	649	678	671	897	992
Idaho	72,471	74,913	6,117	6,104	6,180	6,157	6,279	6,372	6,403	6,363	6,311	6,198	6,197	6,232
Indiana	303,431	492,591	35,323	36,442	37,491	38,961	40,016	41,236	42,103	42,533	43,377	44,080	45,007	46,022
Iowa		128,819					240	2,971	9,197	17,341	22,601	24,515	25,649	26,305
Kansas		99,212		[3] 0	282	2,620	5,877	8,551	10,778	12,780	13,831	14,058	14,997	15,438
Louisiana		75,918	273	2,780	6,375	5,456	6,660	6,936	7,176	7,491	7,687	8,005	8,384	8,695
Maine	244,973	314,337	25,163	24,550	24,550	24,514	24,514	24,374	24,450	28,557	28,506	28,569	28,443	28,147
Maryland	130,852	143,932	11,855	12,080	12,244	12,182	11,899	11,732	11,494	11,714	11,966	12,107	12,233	12,426
Massachusetts	197,698	241,297	17,970	18,449	18,798	18,519	19,058	19,545	19,776	20,681	21,347	22,132	22,489	22,533
Michigan	97,094	163,194	12,054	12,259	12,749	13,567	14,167	14,329	13,987	14,312	14,386	14,465	13,105	13,814
Minnesota		132,549	9,231	9,201	9,141	9,031	8,955	9,161	9,709	11,295	12,781	13,976	14,602	15,466
Montana		1,642							[3] 0	[3] 0	[3] 0	[3] 0	571	1,071
Nebraska	118,878	130,026	10,488	10,504	10,444	10,348	10,476	10,767	11,052	11,069	11,242	11,121	11,363	11,152
New Hampshire	63,618	71,828	5,615	5,667	5,722	5,809	5,850	6,004	6,091	6,205	6,152	6,134	6,329	6,250
New Jersey	119,815	143,830	10,896	11,078	11,295	11,227	11,720	12,134	11,968	12,335	12,550	12,710	12,892	13,025
New Mexico	26,738	36,024	2,456	2,551	2,601	2,712	2,868	3,144	3,193	3,306	3,319	3,276	3,317	3,281
New York	46,806	614,677	43,820	41,913	44,315	46,630	49,596	51,991	53,531	54,722	56,197	57,541	56,536	57,885
North Carolina		273,450	7,385	13,946	17,867	21,671	24,408	25,599	25,911	25,823	26,800	27,394	28,203	28,443
North Dakota	2,314	19,138	1,226	1,288	1,343	1,432	1,503	1,528	1,622	1,665	1,822	1,895	1,892	1,922
Ohio	695,555	847,665	66,376	67,455	68,670	69,411	69,460	70,735	70,579	71,167	72,255	72,436	73,824	75,297
Oklahoma	74,232	350,973	27,311	28,683	30,072	31,272	32,102	33,193	34,204	34,751	35,067	23,518	17,121	23,679
Oregon	90,636	128,203	10,269	10,372	10,227	10,542	10,454	10,427	10,546	10,839	10,980	11,028	11,231	11,283

Pennsylvania	3,469,742	1,936,733	314,506	319,357	322,581	323,637	327,081	329,571	(4)	(4)	(4)	(4)	(4)	(4)
South Carolina		75,197		434	1,574	3,375	4,928	6,743	7,735	8,736	9,394	10,142	10,661	11,475
South Dakota		11,133								51	1,580	2,722	3,282	3,498
Tennessee		112,773	93	1,981	4,188	5,907	7,418	8,916	9,934	11,703	13,510	14,689	16,402	18,032
Utah	66,442	72,791	6,034	5,936	6,009	6,152	6,097	6,346	6,322	6,276	6,312	5,908	5,746	5,653
Vermont	19,997	29,315	2,089	2,154	3,097	2,579	2,548	2,466	2,421	2,421	2,421	2,328	2,322	2,469
Washington	297,122	398,904	28,843	29,927	32,105	32,666	33,189	34,223	34,956	35,283	35,747	36,213	33,772	31,980
West Virginia	35,859	158,591	13,234	13,481	13,330	13,023	13,215	13,326	13,266	13,187	13,216	13,147	13,155	13,011
Wisconsin	523,880	520,009	43,268	43,193	43,143	43,218	43,444	43,759	43,577	43,349	43,289	43,037	43,407	43,325
Wyoming	72,428	60,780	5,584	5,429	5,285	5,092	5,066	5,012	4,946	4,993	4,956	4,811	4,859	4,747

[1] Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense and the expense of hospitalization and burials excluded. Figures for the fiscal year 1936–37 also exclude the amount of obligations incurred for assistance in kind and for payments to persons other than those certified for aid to the blind for rendering services to recipients.

[2] In addition, Connecticut had a plan for aid to the blind approved by the Social Security Board but had not requested Federal funds since July 1, 1936.

[3] Plan approved, but no payments were made.

[4] Approved plan expired Dec. 31, 1937, and no Federal funds have been available since that date.

Table D–18.—Aid to the blind: Number of recipients [1] in States administering Federal funds, monthly average number for the fiscal year 1936–37, and number, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of recipients of aid to the blind [1]												
	Monthly average, fiscal year 1936–37	By months, fiscal year 1937–38											
		July	August	September	October	November	December	January	February	March	April	May	June
Total [2]		37,252	38,635	40,149	41,222	42,586	43,767	33,682	35,283	36,502	37,314	38,236	38,912
Alabama	151	257	249	269	303	331	350	373	385	410	419	420	431
Arizona	140	188	204	223	246	258	264	259	261	263	263	279	289
Arkansas	571	673	696	696	698	691	691	685	677	673	673	668	661
California	4,515	4,795	4,810	4,892	4,962	5,100	5,233	5,324	5,451	5,491	5,517	5,598	5,682
Colorado	605	586	588	588	573	579	579	573	581	591	594	593	590
District of Columbia	102	154	157	162	168	172	181	184	188	192	197	202	210
Florida							[3] 0	141	475	759	1,018	1,271	1,426
Georgia		21	211	370	540	675	756	799	878	959	986	1,017	1,054
Hawaii		[3] 0	[3] 0	[3] 0	[3] 0	56	56	39	70	49	51	63	67
Idaho	257	265	267	271	269	276	281	282	282	278	274	275	278
Indiana	1,412	1,955	2,008	2,047	2,118	2,159	2,213	2,247	2,263	2,299	2,328	2,373	2,413
Iowa						12	125	386	738	967	1,050	1,104	1,138
Kansas			[3] 0	15	134	285	417	512	600	646	681	730	758
Louisiana		15	210	456	398	516	545	562	580	602	624	659	675
Maine	1,127	1,171	1,147	1,147	1,136	1,136	1,121	1,123	1,275	1,271	1,268	1,264	1,248
Maryland	577	588	593	595	599	586	578	555	569	575	587	593	597
Massachusetts	989	986	999	1,008	981	989	988	994	1,027	1,038	1,058	1,063	1,062
Michigan	385	587	571	580	565	556	551	540	545	544	558	570	582
Minnesota		507	507	503	498	489	486	496	541	583	618	628	658
Montana								[3] 0	[3] 0	[3] 0	[3] 0	29	52
Nebraska	518	553	560	558	543	546	550	555	559	568	561	561	567
New Hampshire	276	281	283	283	285	286	293	295	297	293	290	294	293
New Jersey	471	502	508	518	516	533	547	539	554	562	569	580	584
New Mexico	132	166	169	172	176	184	199	202	205	206	204	204	203
New York	1,165	2,050	1,970	2,039	2,118	2,199	2,278	2,340	2,382	2,419	2,447	2,475	2,496
North Carolina		490	978	1,310	1,565	1,739	1,821	1,829	1,823	1,885	1,911	1,959	1,972
North Dakota	22	67	71	75	80	85	87	91	93	100	105	104	106
Ohio	3,582	3,697	3,719	3,738	3,760	3,749	3,759	3,756	3,750	3,788	3,790	3,822	3,853
Oklahoma	916	1,658	1,740	1,814	1,879	1,920	1,982	2,034	2,070	2,081	2,099	2,092	2,071
Oregon	304	411	414	410	419	419	420	421	430	435	435	444	446

Pennsylvania	9,668	10,511	10,672	10,779	10,814	10,932	11,016	[4]	[4]	[4]	[4]	[4]	[4]
South Carolina			37	121	256	370	500	571	646	686	734	775	834
South Dakota									2	71	126	154	167
Tennessee		6	137	282	392	496	597	661	778	892	975	1,108	1,221
Utah	235	254	248	247	246	241	248	248	243	245	230	224	221
Vermont	146	157	158	161	166	164	151	149	149	149	141	140	139
Washington	747	830	866	929	946	963	993	1,015	1,023	1,040	1,057	1,018	1,003
West Virginia	336	715	738	743	736	746	758	756	751	756	752	753	744
Wisconsin	2,038	1,979	1,975	1,976	1,970	1,981	1,988	1,982	1,975	1,966	1,964	1,964	1,959
Wyoming	184	177	175	172	167	167	165	164	167	170	160	166	162

[1] The number of recipients reported in this table is the number whose applications for aid to the blind have been approved formally. This number may be less than the total number of persons eligible for and receiving aid to the blind, since in certain States 1 grant may be made to cover the needs of 2 or more blind persons. The number is also less than the total number of persons in eouseh olds receiving aid to the blind, since only the person formally granted and receiving aid to the blind for each month is counted.

[2] In addition, Connecticut had a plan for aid to the blind approved by the Social Security Board but had not requested Federal funds since July 1, 1936.

[3] Plan approved, but no payments were made.

[4] Approved plan expired Dec. 31, 1937, and no Federal funds have been available since that date.

Table D–19.—Aid to the blind: Average payment per recipient [1] in States administering Federal funds, by months, for the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Average payment per recipient of aid to the blind [1]											
	July	August	September	October	November	December	January	February	March	April	May	June
Median for States making payments [2]	$19.98	$19.39	$19.24	$19.55	$20.00	$20.30	$19.91	$20.74	$20.91	$20.78	$20.63	$20.81
Alabama	10.35	10.18	10.22	10.52	10.09	9.98	9.78	9.83	9.88	9.80	9.57	9.43
Arizona	21.73	22.00	22.61	23.09	23.17	23.33	23.73	23.62	23.73	24.51	23.62	23.84
Arkansas	9.05	9.05	9.06	9.07	9.08	9.11	9.11	9.09	9.09	9.11	9.12	9.13
California	36.06	36.30	47.74	47.88	48.06	48.08	48.06	48.01	48.02	47.90	47.88	47.86
Colorado	26.62	27.74	27.05	27.47	27.59	28.21	27.84	27.79	27.74	27.77	27.60	28.41
District of Columbia	21.36	25.03	25.50	25.58	25.67	25.98	26.27	26.44	26.55	26.66	26.43	26.37
Florida						[3] 0	11.30	14.59	15.01	14.88	14.71	14.74
Georgia	13.86	12.84	12.78	12.52	12.20	12.10	12.12	11.96	11.79	11.64	11.48	11.31
Hawaii	[3] 0	[3] 0	[3] 0	[3] 0	20.00	20.00	15.03	9.27	13.84	13.16	14.24	14.81
Idaho	23.08	22.86	22.80	22.89	22.75	22.68	22.71	22.56	22.70	22.62	22.53	22.42
Indiana	18.07	18.15	18.32	18.40	18.53	18.63	18.74	18.79	18.87	18.93	18.97	19.07
Iowa					20.00	23.77	23.83	23.50	23.37	23.35	23.23	23.12
Kansas		[3] 0	18.80	19.55	20.62	20.51	21.05	21.30	21.41	20.64	20.54	20.37
Louisiana	18.20	13.24	13.98	13.71	12.91	12.73	12.77	12.92	12.77	12.83	12.72	12.88
Maine	21.49	21.40	21.40	21.58	21.58	21.74	21.77	22.40	22.43	22.53	22.50	22.55
Maryland	20.16	20.37	20.58	20.34	20.31	20.30	20.71	20.59	20.81	20.63	20.63	20.81
Massachusetts	18.23	18.47	18.65	18.88	19.27	19.78	19.90	20.14	20.57	20.92	21.16	21.22
Michigan	20.53	21.47	21.98	24.01	25.48	26.01	25.90	26.26	26.44	25.92	22.99	23.74
Minnesota	18.21	18.15	18.17	18.13	18.31	18.85	19.57	20.88	21.92	22.61	23.25	23.50
Montana							[3] 0	[3] 0	[3] 0	[3] 0	19.69	20.60
Nebraska	18.97	18.76	18.72	19.06	19.19	19.58	19.91	19.80	19.79	19.82	20.25	19.67
New Hampshire	19.98	20.02	20.22	20.38	20.45	20.49	20.65	20.89	21.00	21.15	21.53	21.33
New Jersey	21.71	21.81	21.81	21.76	21.99	22.18	22.20	22.27	22.33	22.34	22.23	22.30
New Mexico	14.80	15.09	15.12	15.41	15.59	15.80	15.81	16.13	16.11	16.06	16.26	16.16
New York	21.38	21.28	21.73	22.02	22.55	22.82	22.88	22.97	23.23	23.51	22.84	23.19
North Carolina	15.07	14.26	13.64	13.85	14.04	14.06	14.17	14.17	14.22	14.33	14.40	14.42
North Dakota	18.30	18.14	17.91	17.90	17.68	17.56	17.82	17.90	18.22	18.05	18.19	18.13
Ohio	17.95	18.14	18.37	18.46	18.53	18.82	18.79	18.98	19.07	19.11	19.32	19.54
Oklahoma	16.47	16.48	16.58	16.64	16.72	16.75	16.82	16.79	16.85	11.20	8.18	11.43
Oregon	24.99	25.05	24.94	25.16	24.95	24.83	25.05	25.21	25.24	25.35	25.30	25.31

Pennsylvania	29.92	29.92	29.93	29.93	29.92	29.92	(4)	(4)	(4)	(4)	(4)	(4)
South Carolina	----------	11.73	13.01	13.18	13.32	13.49	13.55	13.52	13.69	13.82	13.76	13.76
South Dakota	----------	----------	----------	----------	----------	----------	----------	25.50	22.25	21.60	21.31	20.95
Tennessee	15.50	14.46	14.85	15.07	14.96	14.93	15.03	15.04	15.15	15.07	14.80	14.77
Utah	23.76	23.94	24.33	25.01	25.30	25.59	25.49	25.83	25.76	25.69	25.65	25.58
Vermont	13.31	13.63	19.24	15.54	15.54	16.33	16.25	16.25	16.25	16.51	16.59	17.76
Washington	34.75	34.56	34.56	34.53	34.46	34.46	34.44	34.49	34.37	34.26	33.17	31.88
West Virginia	18.51	18.27	17.94	17.69	17.71	17.58	17.55	17.56	17.48	17.48	17.47	17.49
Wisconsin	21.86	21.87	21.83	21.94	21.93	22.01	21.99	21.95	22.02	21.91	22.10	22.12
Wyoming	31.55	31.02	30.73	30.49	30.34	30.38	30.16	29.90	29.15	30.07	29.27	29.30

[1] See footnote 1, table D–16.

[2] The average monthly payment per recipient for each State is the arithmetic mean. See table D–18 for number of recipients and table D–17 for amount of obligations incurred for payments to recipients.

[3] Plan approved, but no payments were made.

[4] Approved plan expired Dec. 31, 1937, and no Federal funds have been available since that date.

Table D–20.—Aid to the blind: Number of applications [1] in States administering Federal funds during the fiscal year 1937–38

[Data reported by State agencies, corrected to July 15, 1938]

State	Number of applications for aid to the blind [1]						
	Pending [2]	Received during 1937–38	Total during 1937–38	Disposed of during 1937–38			Pending June 30, 1938
				Total	Approved	Other disposition	
Total	3,809	29,782	33,591	27,831	19,374	8,457	5,760
Alabama	169	525	694	610	318	292	84
Arizona	33	258	291	257	167	90	34
Arkansas	11	368	379	162	77	85	217
California	220	2,597	2,817	2,356	1,757	599	461
Colorado	24	206	230	205	135	70	25
District of Columbia	60	116	176	128	86	42	48
Florida	58	2,689	2,747	1,943	1,523	420	804
Georgia	0	2,555	2,555	1,621	1,197	424	934
Hawaii [3]	4	23	27	26	21	5	1
Idaho	19	71	90	86	57	29	4
Indiana	584	1,136	1,720	1,363	759	604	357
Iowa	523	1,231	1,754	1,650	1,209	441	104
Kansas	0	1,378	1,378	1,216	867	349	162
Louisiana	0	1,006	1,006	919	719	200	87
Maine	126	328	454	396	261	135	58
Maryland	51	273	324	248	150	98	76
Massachusetts	1	396	397	395	313	82	2
Michigan	17	354	371	344	288	56	27
Minnesota	0	408	408	282	213	69	126
Montana	0	119	119	66	59	7	53
Nebraska	39	253	292	229	160	69	63
New Hampshire	2	54	56	54	35	19	2
New Jersey	38	189	227	187	141	46	40
New Mexico	72	90	162	112	59	53	50
New York	439	2,340	2,779	2,407	1,203	1,204	372
North Carolina	212	2,651	2,863	2,681	2,353	328	182
North Dakota	21	92	113	91	56	35	22
Ohio	143	1,373	1,516	1,342	819	523	174
Oklahoma	420	1,060	1,480	1,245	830	415	235
Oregon	22	194	216	174	127	47	42
South Carolina	0	1,678	1,678	1,414	942	472	264
South Dakota	0	245	245	209	167	42	36
Tennessee	0	1,876	1,876	1,637	1,257	380	239
Utah	5	72	77	75	59	16	2
Vermont	12	61	73	50	34	16	23
Washington	234	634	868	664	398	266	204
West Virginia	196	332	528	480	228	252	48
Wisconsin	53	506	559	465	303	162	94
Wyoming	1	45	46	42	27	15	4

[1] Figures for each State are limited to those months for which Federal funds were available.
[2] Figures represent the number of applications pending on July 1, 1937, or at the beginning of the first month for which Federal funds were available subsequent to July 1, 1937.
[3] Figures cover the period April–June 1938 for which the Territory reported completely.

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PUBLICATIONS

Publications of the Social Security Board

The prices listed are those charged by the Superintendent of Documents, Government Printing Office, to whom all purchase orders should be addressed; on orders of 100 or more there is a discount of 25 percent. Publications for which no price is given are obtainable without charge, in limited quantities, from the Social Security Board, Washington, D. C.

General

A Brief Explanation of the Social Security Act. I. S. C. No. 1. September 1938. 19 pp.

A pamphlet giving a general explanation of the various features of the Social Security Act.

Summary of Provisions of the Social Security Act Relating to Federal Grants to States for Public Welfare Purposes. 1 p. 5 cents each, 50 cents a hundred.

A summary in chart form of provisions of the act pertaining to Federal grants to the States for old-age assistance, aid to the blind, aid to dependent children, and services for maternal and child health, crippled children, child welfare, public health, and vocational rehabilitation.

Why Social Security? Publication No. 15. 1937. 32 pp. With illustrations by Hendrik Willem Van Loon. 10 cents.

A brief outline of changes in American life which have caused the development of State and national measures to cope with insecurity.

First Annual Report of the Social Security Board. 1937. xii+131 pp. 15 cents.

Report of the Board to the Congress for the fiscal year ended June 30, 1936. Includes supplementary data for the period July 1–December 15, 1936.

Second Annual Report of the Social Security Board. 1937. xiii+205 pp. 30 cents.

Report of the Board to the Congress for the fiscal year ended June 30, 1937. Includes supplementary data for the period July 1–October 31, 1937.

Social Security in America. Publication No. 20. 1937. xix+592 pp. With index. 75 cents.

The factual background of the Social Security Act as summarized from staff reports to the Committee on Economic Security.

Some Basic Readings in Social Security. Publication No. 28. October 1937. 24 pp. Out of print. New edition in process.

A reading list of material on social security, including a list of books in English dealing with social insurance in foreign countries.

Brief Outline of Employer's Duties Under the Social Security Act. I. S. C. No. 30. October 1938. 6 pp.

A brief explanation of the duties of employers under the Social Security Act.

Federal Old-Age Insurance

Old-Age Insurance Under the Social Security Act. Some Questions and Answers. I. S. C. No. 3. October 1938. 23 pp.

A pamphlet consisting of frequently recurring questions concerning Federal old-age benefits answered by the Bureau of Old-Age Insurance of the Social Security Board.

Old-Age Insurance for Wage Earners Under the Social Security Act. I. S. C. No. 21. 8 pp.

A leaflet explaining the old-age benefits program.

Have You a Claim for Old-Age Insurance Under the Social Security Act. I. S. C. No. 29. October 1938. 5 pp.

An explanation of the procedures for filing claims for lump-sum payments under the Federal old-age insurance program.

Old-Age Insurance—Safe as the U. S. A. I. S. C. No. 32. September 1938. 14 pp.

A brief explanation of the old-age reserve account.

Summary of Provisions of the Federal Social Security Act Relating to Federal Old-Age Benefits. 1 p. 5 cents each, 50 cents a hundred.

Condensed summary of provisions of the act covering Federal old-age benefits, with citations to pertinent sections of the act.

Federal Old-Age Benefits. 2 pp.

Table I. Lump-Sum Payments Under Title II.
Table II. Monthly Benefits Under Title II.

Social Security Board Regulation No. 1. 2 pp.

Relating to disclosure of official records and information.

Social Security Board Regulations No. 2. vii+33 pp. 10 cents.

Federal old-age benefits under title II of the Social Security Act.

Public Assistance

Public Assistance Under the Social Security Act for the Needy Aged, the Needy Blind, and Dependent Children. I. S. C. No. 8. February 1938. 16 pp. 5 cents.

A pamphlet explaining the program for Federal-State aid to the needy aged, the needy blind, and dependent children.

Old-age assistance

Federal Grants to States for Old-Age Assistance. 1 p.

A digest of the procedure for Federal grants to States for old-age assistance.

Characteristics of State Plans for Old-Age Assistance. Publication No. 16. December 1, 1937. 25 pp. Out of print. New edition in process.

Chart showing, by States, important features of individual State old-age assistance plans.

Aid to the Needy Aged Under the Social Security Act. I. S. C. No. 23. 4 pp.

A leaflet explaining the old-age assistance program.

Don't Confuse the Two Old-Age Provisions of the Social Security Act. I. S. C. No. 26. 2 pp.

A leaflet showing briefly the differences in the programs for old-age assistance and for Federal old-age insurance.

Aid to the blind

Federal Grants to States for Aid to the Blind. 1 p.

A digest of the procedure for Federal grants to States for aid to the blind.

Characteristics of State Plans for Aid to the Blind. Publication No. 17. December 1, 1937. 15 pp. 15 cents. New edition in process.

Chart showing, by States, important features of individual State plans for aid to the blind.

Aid to the Needy Blind Under the Social Security Act. I. S. C. No. 24. 4 pp.

A leaflet explaining the program.

Aid to dependent children

Aid to Dependent Children Under the Social Security Act. I. S. C. No. 6. February 1938. 15 pp. 5 cents.

A pamphlet giving a brief explanation of the program for Federal-State cooperation in aiding dependent children in their own homes.

Aid to Dependent Children Under the Social Security Act. I. S. C. No. 25. 4 pp.

A leaflet explaining the program.

Federal Grants to States for Aid to Dependent Children (Mothers' Aid). 1 p.

A digest of the procedure for Federal grants to States for aid to dependent children.

Characteristics of State Plans for Aid to Dependent Children. Publication No. 18. December 1, 1937. 19 pp. 15 cents. New edition in process.

Chart showing, by States, important features of individual State plans for aid to dependent children.

Unemployment Compensation

Unemployment Compensation. Some Questions and Answers. I. S. C. No. 2. 1938. 14 pp.

A circular in question-and-answer form, giving general information on unemployment compensation provisions of the act and State unemployment compensation laws.

Unemployment Compensation—What and Why? Publication No. 14. September 1937. iv+54 pp. With bibliography. 10 cents.

An analysis of the background of unemployment compensation legislation and a brief account of Federal and State provisions.

Unemployment Compensation Under the Social Security Act. I. S. C. No. 22. 6 pp.

A leaflet explaining the unemployment compensation provisions of the act.

Summary of Provisions of the Federal Social Security Act Relating to Unemployment Compensation. 1 p. 5 cents each, 50 cents a hundred.

Condensed summary of provisions of the act covering unemployment compensation, with citations to pertinent sections of the act.

Analysis of State Unemployment Compensation Laws. Publication No. 13. December 1, 1937. 33 pp. 15 cents.

Chart showing, by States, important features of individual State unemployment compensation laws.

Significant Provisions of State Unemployment Compensation Laws. 4 pp. May 1938.

A brief tabular presentation of provisions relating to type of fund, size-of-firm coverage, contribution rates, and benefit payments under State unemployment compensation laws.

Periodicals and Technical Reports

Social Security Bulletin. A monthly publication, beginning with Vol. I, No. 1–3 (March 1938). Subscription price: $2 a year in the United States, Canada, and Mexico; in other countries, $3.75 a year. Single copies, 20 cents.

Special articles and current data on operations of unemployment compensation, public-assistance, and old-age insurance programs, and on the results of research and analysis pertinent to the social security program.

Public Assistance Statistics for the United States.

Preprints of public-assistance sections of the *Social Security Bulletin*, including "Relief in Urban Areas" and "Relief in Rural and Town Areas," distributed for administrative purposes only.

Tabular Summary of Statistics of Public Assistance Under the Social Security Act for the Calendar Year 1937. Bureau Report No. 1. Bureau of Research and Statistics. 1938. 52 pp. 15 cents.

Tables compiled from State annual reports to the Social Security Board, by States and counties, showing the amount of obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind, and the number of recipients of aid in States with plans approved by the Social Security Board and administering Federal funds in the calendar year 1937.

Plan for a Case Census of Recipients of Public Assistance. Bureau Report No. 2. Bureau of Research and Statistics. 1938. xii+92 pp. 15 cents.

Includes a suggested schedule, coding instructions, and table outlines for use in surveys of the number of recipients and the relief history of persons aided under all public-relief programs.

Unemployment and Health Insurance in Great Britain, 1911–1937. Bureau Report No. 3. Bureau of Research and Statistics. 1938. 44 pp. 10 cents.

A comparison of the history of British legislation for unemployment insurance and health insurance, with charts showing modifications of the provisions for cash benefits under the two programs.

Benefit Decisions of the British Umpire: A Codification and Text of Selected Decisions. Unemployment Compensation Interpretation Service; Benefit Series, General Supplement No. 1. 1938. 867 pp. $1.00.

A handbook of decisions of the British Umpire under provisions of the British Unemployment Insurance Act which are similar to those contained in unemployment compensation laws in the United States. Part I is a general statement of principles developed in interpreting disqualifying conditions; Part II is a codification of these principles; and Part III gives the text of all decisions cited.

Other Federal Publications Pertinent to Board Programs

Social Security Act. 1935. (Public, No. 271, 74th Cong.) 32 pp. 5 cents.

Regulations 90 Relating to the Excise Tax on Employers Under Title IX of the Social Security Act. U. S. Bureau of Internal Revenue. 1936. 66 pp. 10 cents.

Regulations 91 Relating to the Employees' Tax and the Employers' Tax Under Title VIII of the Social Security Act. U. S. Bureau of Internal Revenue. 1936. 54 pp. 10 cents.

Appendix contains Treasury Decision 4704: Identification of taxpayers under title VIII of the Social Security Act.—Assignment of identification numbers to employers and account numbers to employees.

See also T. D. 4756, Article 401 of Regulations 91, amended.

T. D. 4616: Excise Tax Imposed by Title IX of the Social Security Act.—Records to be Maintained. U. S. Bureau of Internal Revenue. 1935. 3 pp.

Constitutionality of the Social Security Act. Opinions of the Supreme Court of the United States Together With the Separate and Dissenting Opinions in the Cases Involving the Constitutionality of the Social Security Act. Senate Document No. 74. 1937. 54 pp. 10 cents.

Wagner-Peyser Act. 1933. As amended by act of May 10, 1935. (Public, No. 30, 73d Cong.) 5 pp. 5 cents.

Railroad Retirement Act of 1937. (Public, No. 162, 75th Cong.) 14 pp. 5 cents.

Carriers Taxing Act of 1937. (Public, No. 174, 75th Cong.) 6 pp. 5 cents.

Railroad Unemployment Insurance Act. 1938. (Public, No. 722, 75th Cong.) 22 pp. 5 cents.

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INFORMATION

Information concerning the several sections of the Social Security Act may be obtained from the following Government agencies:

Old-age assistance, aid to dependent children, and aid to the blind; unemployment compensation; Federal old-age insurance; titles I, II, III, IV, VII, IX, X of the Social Security Act—Social Security Board, Washington, D. C.

Maternal and child-health services, services for crippled children, and child-welfare services; title V, parts 1, 2, 3, and 5, of the Social Security Act—Children's Bureau, Department of Labor, Washington, D. C.

Public-health work; title VI of the Social Security Act—United States Public Health Service, Treasury Department, Washington, D. C.

Vocational rehabilitation; title V, part 4, of the Social Security Act—Office of Education, Department of the Interior, Washington, D. C.

All taxes levied under the Social Security Act; titles VIII and IX—Bureau of Internal Revenue, Treasury Department, Washington, D. C.

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FEDERAL SECURITY AGENCY

Fourth
Annual Report
of the
Social Security Board
1939

FEDERAL SECURITY AGENCY

Fourth
Annual Report
of the
Social Security Board

FISCAL YEAR ENDED JUNE 30
1939

WITH SUPPLEMENTARY DATA
JULY 1–OCTOBER 31, 1939

UNITED STATES GOVERNMENT PRINTING OFFICE - WASHINGTON - 1940

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SOCIAL SECURITY BOARD

ARTHUR J. ALTMEYER, *Chairman*

GEORGE E. BIGGE ELLEN S. WOODWARD

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LETTER OF TRANSMITTAL

SOCIAL SECURITY BOARD,
WASHINGTON, D. C., *November 10, 1939.*

To the Congress of the United States:

In accordance with section 704 of the Social Security Act, I have the honor to submit the fourth annual report of the Social Security Board, for the fiscal year ended June 30, 1939, with a statement giving supplementary data on major developments in the period July 1–October 31, 1939.

Respectfully submitted.

ARTHUR J. ALTMEYER, *Chairman.*

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FOURTH ANNUAL REPORT OF THE SOCIAL SECURITY BOARD

· I ·

THE FOURTH YEAR OF THE SOCIAL SECURITY ACT

IN this fourth year, as in the years preceding, the wide and varied activities maintained under provisions of the Social Security Act developed in scope and effectiveness. The goal of the social security program and the general bases of its operation had already been established not only in the law of the land but also in the will of its people. During this fourth year, therefore, it has been possible for both the Federal Government and the States to turn attention increasingly toward the evaluation of experience in the light of the objectives set by the Congress and State legislatures, and to examine the feasibility of revisions or extensions of measures for social security to attain these objectives more fully or more rapidly. Under all five programs for which the Social Security Board carries Federal responsibility, further evidence was accumulated during the fiscal year 1938–39 that the provisions of the act are helping to meet pressing needs and are in accord with American ways and traditions.

It became clear that the Federal system of old-age insurance related to an even larger part of the gainfully occupied population than had been estimated originally. The first use of wage records in the accounts which had been established for millions of workers showed that this system, despite its unprecedented magnitude, is practical and economical in operation. Before the end of the fiscal year, unemployment benefits were being paid in 46 States and in the District of Columbia, Alaska, and Hawaii. The unemployment compensation program became Nation-wide in July 1939 with the beginning of benefit payments in Illinois and Montana. In the fiscal year a total of $446.1 million was paid to unemployed workers under provisions of State laws which had been approved by the Board as within the general framework outlined in the Social Security Act. Federal grants provided $58.8 million for administration of these laws, including expansion of State employment services to meet the additional responsibilities they carried in connection with unemployment compensation.

This year also saw the extension of the old-age assistance program to Nation-wide operation. The Federal Government provided approximately half of the $411.5 million that was paid to needy aged persons under plans formulated and administered by the States, subject to the broad safeguards for the use of Federal funds specified

in the Social Security Act. Under this program more than 2 million old people received aid from their Federal and State governments during part or all of the year. By June 1939 the Federal-State program for aid to the blind and that for aid to dependent children were each in effect in 42 of the 51 jurisdictions that are entitled to participate under the Social Security Act. In 40 States, the District of Columbia, and Hawaii, needy blind persons received $11.9 million during the year, toward which the Federal Government contributed approximately one-half; in 40 States, the District of Columbia, and Hawaii, aid totaling $103.2 million, of which about one-fourth represented Federal funds, was given to families on behalf of children who had been deprived of parental support. Some 51,000 different needy blind persons and more than 900,000 dependent children in some 366,000 families received assistance toward which the Federal Government contributed.

During the fiscal year payments to individuals under provisions of the Social Security Act and related State legislation totaled $987.0 million. This amount includes $526.6 million in payments from Federal, State, and local funds to recipients of public assistance in States collaborating in the program; $446.1 million in unemployment benefits received by workers under State laws, paid from the contributions made under those laws by employers and, in a few States, also by employees; and $14.3 million in lump-sum payments from Federal funds to aged workers (or the surviving spouse, legally qualified relatives, or estate of a deceased worker) covered by the Federal old-age insurance program. This total does not include the amounts of Federal grants to the States for administration of unemployment compensation laws and public-assistance programs or the amounts granted to States under the provisions of the Social Security Act for health, welfare, and vocational rehabilitation services.

The health, welfare, and vocational rehabilitation services were also in substantially Nation-wide operation. All 48 States and the District of Columbia, Alaska, and Hawaii were availing themselves of the opportunity to use Federal funds to strengthen and extend their public-health services under plans approved by the United States Public Health Service. All States, the District of Columbia, Alaska, and Hawaii were administering plans approved by the Federal Children's Bureau for services for maternal and child health and for crippled children; and all but Wyoming were administering plans for child-welfare services. The program for vocational rehabilitation, for which Federal responsibility is assigned to the Office of Education, was in operation in 46 States and in Hawaii; under other legislation Federal funds were provided for this purpose also in the District of Columbia and Puerto Rico. The general nature and extent of these

activities are described in a subsequent section of this report, in statements prepared by the responsible Federal agencies to round out the account of the year's operations under the Social Security Act.

The Board believes that there has been substantial progress in the effectiveness as well as the extent of the operations conducted under the Social Security Act. It is significant, for example, that on June 30, 1939, the staff of the Board was of substantially the same size as that of a year earlier, despite the increased volume of activity maintained throughout the year. Under the Federal old-age insurance system, the time required for handling lump-sum payments was appreciably shortened and efficiency in maintenance of wage records increased. Additional experience in the new field of unemployment compensation, as well as somewhat improved economic conditions, resulted in prompter payment of benefits to unemployed workers and smoother and swifter functioning of other operations of State unemployment compensation agencies. In public assistance there has been continued progress in coordinating the three programs maintained under the Social Security Act with services needed by the aged, the blind, and children, and with other activities of the Federal Government and the States and localities which have to do with the welfare of needy persons.

ADMINISTRATIVE ORGANIZATION OF THE BOARD

There were few important changes during the year in the administrative organization of the Board. As in the 3 preceding years, its interrelated activities were carried on through three program bureaus and five staff or service bureaus in Washington and through offices in the 12 regions into which the country has been divided to effect the utmost practicable decentralization of administration. The field organization included at the end of the year 327 field offices which conduct local operations, primarily in connection with the Federal old-age insurance system. The activities of all units of the organization with respect to the several programs are summarized in the three following chapters of this report, while chapter V describes the general functional lines of operation and services and activities conducted for the organization as a whole.

The responsibilities of the three members of the Social Security Board include determination of administrative policy; approval of State laws and plans as meeting the statutory requirements for Federal grants and certification of these grants; certification of State unemployment compensation laws to the Treasury for tax-credit purposes; certification of payments to beneficiaries under the old-age insurance program; and study and recommendations concerning the most effective methods of providing economic security through social

insurance. Arthur J. Altmeyer of Wisconsin, who has been a member of the Board since its establishment, continued throughout the year as its Chairman, an office to which he was named in February 1937.[1] George E. Bigge of Rhode Island, whose appointment was confirmed by the Senate on August 6, 1937, continued a term which expires August 13, 1941. On January 12, 1939, the appointment of Ellen S. Woodward of Mississippi, formerly Assistant Administrator of the Works Progress Administration, was confirmed by the Senate for a term expiring August 13, 1943, to fill the vacancy created by the resignation of Mary W. Dewson of New York; Mrs. Woodward had served since December 30, 1938, on a recess appointment. Miss Dewson, whose resignation was occasioned by ill health, had served as a member of the Board since August 18, 1937.

The position of the Executive Director, who is responsible for supervision and coordination of all activities of the Board in Washington and in the field, was held until November 1938 by Frank Bane of Virginia, who had been appointed soon after the Board was established. Upon Mr. Bane's resignation, appointment was made of Oscar M. Powell of Texas, who had served the Board as director of Region X since the establishment of that position.

The Reorganization Act of 1939 (Public, No. 19, 76th Cong., approved April 3, 1939) and the President's Reorganization Plan No. 1, establishing the Federal Security Agency, foreshadowed important changes in the organization of the Board and in its relation to other Federal agencies, to become effective with the beginning of the new fiscal year. From the standpoint of the Board an outstanding change was the integration of the unemployment compensation program and the closely related employment service functions formerly administered by the Department of Labor. Developments in this and other aspects of the reorganization plan in the early months of the fiscal year 1939–40 are summarized briefly in the supplementary statement appended to this report.

REVIEW AND RECOMMENDATIONS IN 1938–39

By this fourth year of administration of the Social Security Act sufficient experience had been accumulated to warrant a comprehensive analysis of operations under the several programs and to enable recommendations to be made for their improvement or extension. The Board, of course, is constantly examining matters which may be adjusted within the framework of existing legislation and administrative arrangements. Nevertheless, it was to be anticipated that, in the first application of measures relatively new in public administra-

[1] On August 3, 1939, the Senate confirmed Mr. Altmeyer's reappointment as a member of the Board for a term expiring August 13, 1945.

tion in the United States, questions would arise of sufficient moment to warrant consideration by the Congress and possible revision of the legislation. The following paragraphs summarize the major recommendations laid before Congress during the past year as a result of study by the Board, and also recommendations arising from the review of old-age insurance which was made in close collaboration with the Board by the Advisory Council on Social Security. Major aspects of the operating experience on which the recommendations were based are outlined in the following chapters of this report.

OLD-AGE INSURANCE

During the fiscal year matters relating to old-age insurance were under careful review. The Board continued its study of the old-age insurance program in line with its statutory responsibilities for study and recommendation and a special communication of the President to the Chairman in April 1938. In his communication the President expressed his particular interest in "a sound plan for liberalizing the old-age insurance system." He asked the Board to give consideration, in developing such a plan, to "the feasibility of extending its coverage, commencing the payment of old-age insurance annuities at an earlier date than January 1, 1942, paying larger benefits than now provided in the act for those retiring during the earlier years of the system, providing benefits for aged wives and widows, and providing benefits for young children of insured persons dying before reaching retirement age. . . ."

In this as in the preceding year the Board made available relevant information to the Advisory Council on Social Security, which was established in May 1937 by the Board and the subcommittee of the Senate Finance Committee and which included representatives of workers, employers, and the general public. The report of the Advisory Council was issued on December 10, 1938.[2] On January 16, 1939, the President transmitted to the Congress the report and recommendations made by the Board [3] on old-age insurance and other aspects of the program.

As a result of their study of economic factors confronting older workers and of examination of the Board's administrative development, both the Board and the Council recommended that payment of monthly benefits under the Federal old-age insurance system be advanced to begin with 1940, rather than 1942. A similar recommendation was made by the Special Senate Committee to Investigate Unemployment and Relief, which reported [4] on January 14,

[2] *Final Report of the Advisory Council on Social Security.* 1938. (S. Doc. 4, 76th Cong., 1st sess.) 29 pp.

[3] *Proposed Changes in the Social Security Act.* Social Security Board. U. S. Government Printing Office, Washington, January 1939. 29 pp.

[4] *Unemployment and Relief.* 1939. (S. Rept. 2, Pt. 1, 76th Cong., 1st sess.) p. 6.

1939, on subjects covered by its investigation and study. The Board and the Council recommended that provision be made, under certain conditions, for payment of benefits to the aged wives and dependent children of beneficiaries, to aged widows of insured workers and widows at younger ages who were caring for dependent children, and to the dependent children of deceased workers. As a result of their studies both groups recommended also that average benefit payments be made larger in the early years of the system but that such a change and the inclusion of benefits to survivors and dependents should be such as not to increase the eventual annual disbursements contemplated under the 1935 legislation. It was suggested that these conditions might be met by basing benefit amounts on average wages in covered employment rather than total accumulated wages, as originally provided, and by certain other revisions in the benefit schedule, among them changes in the original provisions for lump-sum payments to or on behalf of covered workers who could not qualify for monthly benefits. The change in the basis of benefits and in types of benefits, it was pointed out, would result in more adequate payments in the early years and in closer adherence to the social objectives of the program.

Concerning the coverage of the system, the Board and the Advisory Council both recommended that an opportunity be given to workers who are nearing or have reached the age of 65 to qualify for monthly benefits by an amendment to remove the original exception of employment after that age. Both bodies also recommended the inclusion of maritime employment and of employment in national banks, State banks which are members of the Federal Reserve System, and certain other instrumentalities of the Federal Government, and the exception from tax liability of payments made by an employer to or on behalf of an employee under plans providing for retirement or disability benefits. The Board recommended inclusion of all service performed in the employ of the Federal Government or its instrumentalities, with regard for adaptation to other retirement systems now in effect for Federal employees, and expressed the hope that methods may be evolved to protect State and municipal employees under provisions mutually advantageous to such workers, the States, and the Federal system.

The Advisory Council declared that coverage of domestic and agricultural employment is socially desirable and should be made effective by 1940. The Board, reiterating its conviction that coverage should be extended to excepted groups as rapidly as is feasible, recommended modification of the limitations on coverage of agricultural labor in the belief that inclusion of large-scale farming operations, often of a

semi-industrial character, probably would reduce rather than increase administrative difficulties. The Board recommended, further, that exception of agricultural labor and domestic service be eliminated eventually, with allowance of reasonable time before the effective date. The Council declared that "employees of private nonprofit religious, charitable, and educational institutions now excluded from coverage . . . should immediately be brought into coverage under the same provisions of these titles as affect other covered groups," a step in which the Board concurred, declaring that no serious administrative difficulties were to be foreseen in this connection. Both bodies recommended continued study of possible methods for the inclusion of self-employment.

With respect to the financing of the old-age insurance program the Board offered no detailed recommendations, since primary responsibility in this field rests with the Treasury Department. It was pointed out, however, that the recommendations relating to benefits presupposed much larger disbursements in the early years of the system and consequently a much smaller anticipated excess of taxes over disbursements during that period. The Board expressed the belief that it would be sound public policy to pay part of the eventual cost of the system out of taxes other than pay-roll taxes, preferably those such as income and inheritance taxes, levied according to ability to pay. Such taxes, it was added, should not replace pay-roll taxes and should not be imposed until some future time when annual benefit disbursements may exceed annual receipts from pay-roll taxes plus the interest on the small reserve that would be accumulated.

The Advisory Council recommended that no immediate changes be made in the pay-roll taxes but urged study and adoption of a definite plan for future contribution by the Federal Government. It was recommended that ultimately costs be met in approximately equal shares by employers, employees, and the Federal Government. The Council declared that the plan should include provision for a reasonable contingency fund to ensure prompt payment of benefits at all times and to avoid abrupt or frequent changes in tax and contribution rates. The Council recommended that receipts from present taxes relating to this program should be credited automatically to the old-age insurance fund through permanent appropriation and declared that the fund should be made specifically a trust fund, with designated trustees. Because of the limited period for which data on tax receipts were available and the introduction of new factors if changes in the benefit schedule and in coverage were made, the Council urged restudy of a program of pay-roll taxes and governmental contributions for report not later than January 1942 and at regular intervals thereafter.

UNEMPLOYMENT COMPENSATION

The recommendations on the unemployment compensation program made by the Board to the President and the Congress were concerned primarily with administrative factors rather than with extension of the present provisions of the Social Security Act. The Board, however, declared its belief that it is both desirable and feasible to broaden provisions to include a number of the employments now excepted, among them domestic service in private homes and employment in instrumentalities of the Federal Government and in nonprofit organizations, and to include employers of one or more workers rather than employers of eight or more workers, the number now specified in the Federal act. The Board also recommended that Federal legislation be enacted to cover maritime employment which it is not possible or practicable to bring under State laws.

With respect to administration the most important single recommendation was to unify at the Federal level the administration of unemployment compensation and of the United States Employment Service. A similar recommendation had been made by the Special Senate Committee on Unemployment and Relief, which had urged, further, that Federal activities in the field of employment service be transferred to the Social Security Board. The Board also recommended an increase from $49 million to $80 million in the authorization for the annual appropriation of Federal funds to finance State administration of unemployment compensation laws. It was pointed out that the latter amount was within the anticipated proceeds of the Federal tax on employers of eight or more, that the history of the legislation indicated the intent of Congress to have those proceeds cover the entire cost of administration, and that the existing authorization was clearly insufficient to meet necessary costs of proper administration by the States. As a safeguard to workers and employers included under State unemployment compensation laws, and also to the use of Federal funds, the Board recommended a requirement that State methods of administration should include procedures for the establishment and maintenance of personnel standards on a merit basis, a step which had already been taken by three-fourths of the States.

Other recommendations envisaged steps to simplify the reporting required of employers by coordinating the tax provisions relevant to old-age insurance and unemployment compensation so that, insofar as possible, requirements for the two pay-roll taxes would coincide. The Board recommended, for example, that the base of the tax on employers of eight or more should be "wages paid," as is the case in old-age insurance contributions, rather than "wages payable"; and that under the former, like the latter, the employer's tax should apply only to the first $3,000 paid to an employee within a year.

PUBLIC ASSISTANCE

Following its study of the 3 preceding years of operation, the Board recommended no fundamental change in Federal-State relations with respect to public assistance. It expressed the belief, however, that certain substantive and procedural changes could greatly strengthen and improve the protection afforded in that field.

The Board strongly recommended that grants to States in connection with their programs for aid to dependent children be put on the 50-percent matching basis already in effect for old-age assistance and aid to the blind and that the maximum for individual payments counted in computing the Federal share be increased. It was recommended that the age limit for Federal participation be raised from 16 to 18 years for children who are attending school regularly. The Board also expressed its belief that the Federal Government was not making an adequate contribution toward the costs of administering State plans for old-age assistance and aid to the blind through the existing provision, which authorized an addition of 5 percent of the amount provided for assistance payments, to be used for administrative expense, assistance payments, or both. Change was recommended to provide Federal funds to reimburse the States for half the necessary costs of administering these programs.

The Board also expressed its opinion that the Federal Government has a special responsibility for assistance to members of the Indian population for whom it has assumed responsibility in other connections. It was suggested that the act be amended to make it clear that State plans must provide aid for such Indians under the same conditions as apply to other persons in the State, with the further provision that the Federal Government would reimburse States for the full amount of these assistance payments.

In administration of public assistance, as of unemployment compensation, the Board recommended that States which received grants of Federal funds should be required to establish and maintain personnel standards on a merit basis. Systematic provisions for such standards, it was pointed out, had been made in a considerable number of States, and all States had set up some type of objective standards for selection of public-assistance personnel. It was recommended that States also be required, as a condition for the receipt of Federal grants, to maintain reasonable regulations to protect the confidential nature of public-assistance records and to limit the use of information in such records to official bodies. The Board expressed the belief that such provisions are necessary for efficient administration and for the protection of recipients against humiliation and exploitation, declaring that experience had shown that publication of the names of recipients and

the amounts of assistance had not served the avowed purpose of deterring ineligible persons from applying for aid.

As State reports for successive years have become available, the Board has been concerned at the wide variations among the States in the average monthly amounts of assistance provided for needy persons and in the relative numbers of persons to whom aid is given. While several factors enter into such differences, which are outlined elsewhere in this report, there can be no question that they arise in very large measure from the differing abilities of the States to provide amounts for matching by the Federal Government. In its report to the President and the Congress, the Board therefore declared its belief that the present system of uniform percentage grants should be modified so that the percentage of the total cost in each State met through a Federal grant could be varied, within a specified range, in accordance with the relative economic capacity of the State. The Board suggested that because such large sums are involved it would be desirable to establish an interdepartmental agency, representing governmental departments which collect relevant economic information, to determine the relative economic capacity of the various States.

HEALTH AND DISABILITY

The Chairman of the Social Security Board served during the past year, as in the year preceding, as a member of the Interdepartmental Committee to Coordinate Health and Welfare Activities. The Board expressed its opinion that the National Health Program proposed by that Committee and subsequently transmitted by the President to the Congress[5] would result not only in meeting more adequately the needs of those now receiving aid under the Social Security Act but also in helping to reduce future costs of public assistance. It was pointed out that in neither Federal nor State legislation is there any comprehensive protection of workers against unemployment due to disability which is not occupational in origin. The Board recommended that consideration be given to measures for insurance against both temporary and permanent disability. The Board expressed the belief that any measure for insurance against total and permanent disability should be linked with the Federal old-age insurance program, since permanent disability is most likely to occur among older workers and represents a problem of continued loss of earning capacity analogous to that due to old age. The Advisory Council expressed its unanimous agreement that payment of benefits to permanently disabled persons and to their dependents is socially desirable.

[5] *Health Security; Message from the President of the United States Transmitting the Report and Recommendations on National Health Prepared by the Interdepartmental Committee to Coordinate Health and Welfare Activities.* 1939. (H. Doc. 120, 76th Cong., 1st sess.) 74 pp.

Members of the Council differed in opinion, however, as to whether such provisions should be inaugurated immediately or should be based on further study.

FUTURE DEVELOPMENTS

During the fiscal year Congress gave intensive consideration to recommendations offered by the Board and other proposals relating to the social security program and, in particular, to Federal old-age insurance. Legislation based upon many of these recommendations and on considerations brought forward during the hearings held by committees of the House of Representatives and the Senate was before the Congress at the close of the fiscal year.[6]

OLD-AGE AND SURVIVORS INSURANCE

In the field of Federal old-age and survivors insurance, the Board is convinced that the operations to commence about the time that this report is transmitted to the Congress will constitute a system far more effective than that originally contemplated from the standpoint of both the families immediately affected and the national economy as a whole. It is believed that the change has been brought about with full regard for the contributory basis of the system, which the Board believes essential to a sound structure of social insurance. Under the new arrangements progress toward objectives expressed or implicit in the 1935 legislation can be made more rapidly and on a broader front than could have been anticipated when the program was established. It is believed that further consideration should be given in the near future to certain other proposals of the Board and of the Advisory Council, notably those with respect to increase in the coverage of the program. Administrative experience in the next few years will provide an important basis for evaluation of these proposals, as well as indication of any modification of this program which may be found desirable.

EMPLOYMENT SECURITY

Continued progress in operation of State unemployment compensation programs will be expedited by the increase to $80 million in the authorization [7] of Federal funds for administration of State laws and by the amalgamation of Federal activities with respect to unemployment compensation and employment services under the Reorganization Act of 1939 and Reorganization Plan No. 1.[8] The Board believes also that significant progress has been made and will be continued through the simplification of certain aspects of State laws and State administration, described subsequently.

[6] Amendments to the Social Security Act (Public, No. 379, 76th Cong.) became law on August 10, 1939. For a summary of this legislation see the supplementary statement, p. 166.

[7] Public, No. 36, 76th Cong., approved April 19, 1939.

[8] Public Res. 20, 76th Cong., approved June 7, 1939, and effective July 1, 1939.

The Board is aware of continuing problems which confront the States in relation both to policy and procedures in unemployment compensation, among them the feasibility of extending State laws to include smaller firms, questions concerning use of experience or merit rating for adjustment of employer contributions, provisions for seasonal workers, and other matters outlined in chapter III of this report. It is believed that further progress is feasible in liberalization of some State laws to include additional groups of workers, and in some States—granted continued favorable experience—to effect increases in the weekly amounts or duration of unemployment benefits. Under the Constitution it is not possible for the States to assume jurisdiction over maritime employment to the extent necessary to meet the needs of unemployment compensation. The Board therefore recommends that Federal legislation be enacted to afford protection to maritime workers whose employment cannot be covered under State unemployment compensation laws.

The Board is of the opinion that experience must extend over a considerably longer period of operation, including more diverse experience than that yet recorded, before well-grounded consideration can be given to any decrease in contribution rates for the unemployment compensation program. In 26 of the 28 jurisdictions where unemployment benefits were paid throughout the fiscal year 1938–39, these payments were less than contributions collected in that period. It should be pointed out, however, that in most States there was need in this or earlier periods to draw upon the initial reserve which each State had built up before benefits became payable, as required by the Social Security Act. Had it not been for that reserve, some States would have faced serious financial embarrassment. In almost all States benefit payments in this fiscal year were based on wage credits for less than the full base period provided in the State law, since records for earlier years were not available, and the potential duration of benefits was therefore less than may be expected in later years. The variations in experience in the several States suggest the desirability of examining measures to meet situations involving drastic unemployment in one area in contradistinction to experience elsewhere in the country.

In future planning, consideration should be given also to questions of employment security which fall outside the proper scope of an insurance provision, among them the cyclical unemployment which arises in periods of world-wide depression, such as that in the early 1930's; to the plight of workers in dying industries or in areas where changed patterns of industry result in chronic depression; and to the relation of an insurance program to other measures to maintain stability of employment and earnings. Progress toward the solution of problems such as these will obviously require the collaboration of

many branches of government and of industry. Within the limits of available personnel and in cooperation with other agencies concerned the Board is continuing its general study of these problems.

PUBLIC ASSISTANCE

In connection with the program for aid to dependent children the Board believes that there is at present too low a limitation on payments in which Federal funds may be used to match those provided by the State or State and locality. The present maximums for Federal participation—$18 a month for the first child and $12 for each additional child aided in the same home—indicate amounts inadequate for many families, especially in urban communities and in cases in which a mother who is without other income is caring for one or two dependent children. Reports from the States indicate that a large majority of the children for whom aid is provided are in the care of the mother and have been deprived of support by reason of the death, incapacity, or continued absence of the father. States which can do so are making larger payments in many cases, financing the additional amount from State or local funds. It seems clear, however, that in many other instances the limitations upon Federal participation are operating to restrict payments to amounts insufficient to accomplish the purposes of State and Federal legislation. The Board believes that increase in the maximums would represent a just and needed recognition of the plight of a peculiarly helpless group of our people and a sound investment of Federal funds in the Nation's future citizens.

Especially in view of the added responsibilities placed upon State agencies for future periods under the Social Security Act and other Federal legislation, the Board is of the opinion that Federal funds for administration of approved State plans for old-age assistance should be provided upon the matching basis authorized for the other two assistance programs. To have administrative grants for all three public-assistance programs on the same basis would also simplify the estimates and reports of expenditures now required of the States and the Board's activities in connection with these grants. It is therefore recommended that authority be given to the Board to include in Federal grants to States amounts sufficient to meet half the necessary costs of proper administration of old-age assistance.

A more intricate problem is presented by the wide variations in the levels of public-assistance payments in the several States which are using Federal funds for this purpose and the differences among the States in the extent to which this jointly financed assistance is actually available to all needy persons eligible to receive it under the provisions of the State law and of the Social Security Act. The Board believes it is a valid principle that a program which is sponsored and in part

financed by the Federal Government should not result in wide differences in the treatment accorded in different parts of the country to persons in substantially similar circumstances. In some areas, however, the levels of assistance payments are disturbingly low, and in some—more especially in the States with low average payments—there are long waiting lists of applicants. Many factors enter into the differences in the amount and extent of public-assistance payments. The Board's study, however, has led to the conviction that the major factor arises from the differences in the economic capacities of the States to provide funds for Federal matching.

The Board is of the opinion, therefore, that more effective and equitable use might be made of Federal funds provided for public assistance if the present uniform percentage basis for Federal grants were replaced by arrangements providing for variation, within a specified range and in accord with an objective measure of State economic capacity, in the percentages of total costs to be financed from Federal funds in the various States. The Board will continue to study this question and to develop material which may throw light on problems with which the Congress is concerned. It is suggested, further, that examination of this comprehensive problem might well be made in terms of the circumstances that confront all agencies which administer Federal grants-in-aid and with the benefit of the information available from the large group of governmental agencies which gather and analyze relevant economic information.

In this connection it is clear that all these programs involving Federal participation and other measures for assistance to needy persons should be developed by the States in reasonable relationship to one another and to other essential functions of State governments. The beginning of old-age insurance benefit payments in 1940 inaugurates a system which will add substantially to the resources of the aged population before many years have passed, but the legitimate present needs of the aged and of others are great. In the development of methods of meeting these needs, scrupulous regard must be maintained for the soundness and balance of all measures proposed for the aid of special groups in the population and the relation of these measures to the total needs of the community and to its resources.

HEALTH AND DISABILITY

One serious deficiency, which is already receiving the attention of the Congress, remains in the existing Federal and State provision for social security. The Board wishes to reiterate its endorsement of the goals and principles proposed in the National Health Program with respect to both the services necessary to prevent sickness and maintain health and earning power and the measures to protect workers and

their dependents against the loss of income occasioned by temporary or chronic disability. There is an anomaly in present provisions for social insurance in that benefits are payable to unemployed workers who are well and able to work but not to those, with perhaps a precisely similar work history, who are unemployed because they are sick and for that very reason are probably in more serious need. A similar anomaly exists in the fact that insurance provision has been made for the worker who is incapacitated by old age while none yet exists for younger persons with nonoccupational disabilities which produce an even more prolonged loss of earning power, even though persons in the latter group are more likely to have responsibilities for dependents. Appropriate measures to safeguard health and offset the losses occasioned by disability are an essential link in the defenses which are being erected to prevent or relieve dependency and to promote security in the United States.

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OLD-AGE INSURANCE

THE fiscal year 1938–39 showed both the soundness of the administrative organization previously developed for Federal old-age insurance and the feasibility of advancing payment of monthly benefits and extending the program to include specific protection for dependents of beneficiaries and survivors of insured workers.

By the beginning of the year the framework of the system had been established, and a considerable body of experience had been gathered in the two major areas of operation—establishment and maintenance of employee wage records and handling of claims for lump-sum payments. These and other operations conducted by the Bureau of Old-Age Insurance [1] were carried forward with increasing efficiency and economy. During the year nearly 5.2 million additional accounts were opened in response to individual applications. Posting of wages to ledger accounts was completed for the calendar year 1937. By the end of the fiscal year operations were well advanced in recording the amounts reported for each quarter of the calendar year 1938, and work had been begun on employer reports for the first quarter of 1939. During the fiscal year the Board certified claims for 212,053 lump-sum payments, aggregating $14.3 million, to workers aged 65 or over or to the heirs or estates of deceased workers.

Even more important, however, the year afforded an opportunity to examine the program in the light of actual operation. Experience alone could test the efficacy of procedures established under the 1935 legislation and show its scope and significance in terms of the number of covered workers and the extent of their participation, as measured by their wages in covered employment. Examination of these and other basic factors has been a major activity of several offices of the Board including, in addition to the Bureau of Old-Age Insurance, the Bureau of Research and Statistics, the Office of the General Counsel, and the Office of the Actuary. The results of experience and of special studies and analyses furnished the basis for recommendations on old-age insurance which the Board submitted to the President and the Congress in January 1939. These activities also provided information requested by the Advisory Council on Social Security and by the Congress in its consideration of the recommendations and other proposals for revision of the old-age insurance program. To assemble and analyze information required by the Congress and the Advisory Council has therefore been a prime

[1] Since September 6, 1939, the Bureau of Old-Age and Survivors Insurance.

responsibility during the fiscal year of all personnel concerned with one aspect or another of the program.

ADMINISTRATIVE ORGANIZATION

A program which bases benefits on wages from covered employment during each year of a working lifetime and must therefore maintain a worker's identity through all his changes of employment and residence requires centralized administration of certain functions. In its financing, its continuity, and its assumption of responsibility for future obligations, the Federal old-age insurance program exceeds the limits of State or local operation. The Board, however, has consistently endeavored to decentralize administration insofar as is feasible and economical. To maintain the closest possible contact with the millions of workers and employers who are directly concerned with the program, the Board has laid special emphasis on the establishment of a comprehensive field organization.

The Board has given careful consideration to the feasibility of decentralizing, by regions, the wage records maintained for workers covered by the old-age insurance system. As a test of such a procedure, these operations were organized along regional lines within the Baltimore offices where, for want of space in Washington, a majority of the staff of the Bureau of Old-Age Insurance is housed. If regional decentralization had been found desirable, it would then have been possible to move the records physically to designated centers in the 12 areas without delay or disruption of operations. Intensive study during the past year has led to the conclusion that such a step could be taken only at the sacrifice of efficiency and economy. Wage reports for the calendar year 1937, summarized in subsequent pages, indicate that there is a substantial movement of covered workers from one State to another. Surveys of the record-keeping procedures showed that a saving of not less than $700,000 a year is effected by centralizing all machine operations used in maintaining wage records.

At the close of the fiscal year 1938–39 there were 327 field offices in operation, including a Territorial office in Alaska and one in Hawaii. The number of offices was increased by 11 during the year. The field offices assign account numbers to persons who request them and check wage reports referred from the Baltimore offices for verification. They assist claimants in developing their claims for benefits and transmit these claims to Washington for adjudication. The field offices also maintain general contacts with workers, employers, and interested members of the general public to promote understanding of the program and of the rights and obligations it entails. Field offices receive general supervision from the directors of the 12 regions

into which the country is divided for administrative purposes. The specific activities of the field staff are under the technical supervision of the Bureau of Old-Age Insurance. In spite of the strengthening of the field organization and an increased volume of claims activities, there was only a slight increase in the size of the staff of the Bureau of Old-Age Insurance as compared with that at the end of the preceding fiscal year. Personnel at no time in the year reached the number recorded in February 1938, when many temporary workers were engaged in the initial establishment of wage records.

MAINTAINING A WAGE-RECORDS SYSTEM

The Social Security Act laid upon the Board an administrative responsibility probably unparalleled in the history of social insurance—the responsibility for devising a system applicable to millions of workers whereby each person who qualifies for benefits receives an amount determined by his individual wages in covered employment. It has been generally accepted that the relation of benefits to earnings reflects American traditions and provides for adjustment to the wide differences in wage scales and living standards within the Nation. There were persons, however, who declared that a system of individual wage records could not be established for millions of workers or that, if set up, it could be maintained only at exorbitant cost.

Though less than 3 years had elapsed since the ground work was laid, it was apparent by the end of the fiscal year that these misgivings were unwarranted. The wage reports for 1937 represented an even larger number of employees than had been anticipated, but the records for even this first year have been found to have a high degree of completeness and accuracy and have proved practicable for use in determining a worker's rights to benefits and the amount due him. For the fiscal year 1938–39 the average cost of maintaining a worker's account was less than 20 cents. The success which had attended the establishment and maintenance of the wage-records system was an important factor in the Board's decision to recommend earlier payment of monthly benefits.

ESTABLISHING EMPLOYEE ACCOUNTS

The first step toward the establishment of wage records was the assignment of individual account numbers for use in identifying the wages reported for a worker throughout his entire period of covered employment. With the collaboration of the Post Office Department, account numbers were issued in the winter of 1936–37 to the majority of the workers then in covered employment, and by June 30, 1937, a total of 30.3 million applications for account numbers had been received. As applications were received, an account was set up for

each person. In the following year, when assignment of account numbers was taken over completely by the Board's field offices, there was a net addition of approximately 9.3 million numbers, bringing to about 39.6 million the cumulative total as of June 30, 1938. The flow of applications in the fiscal year just ended has been, as was anticipated, at a somewhat lower level. By June 30, 1939, a cumulative total of 44,727,520 employee accounts had been established. Many persons have applied for and received account numbers in anticipation of entering covered employment and under other circumstances, even though at that time they were not in receipt of wages which could count toward benefits. For this and other reasons, the cumulative number of accounts exceeds the number of workers who are or have been in employment covered by the Federal system. Information concerning workers in covered employment is available from the wage reports, discussed subsequently.

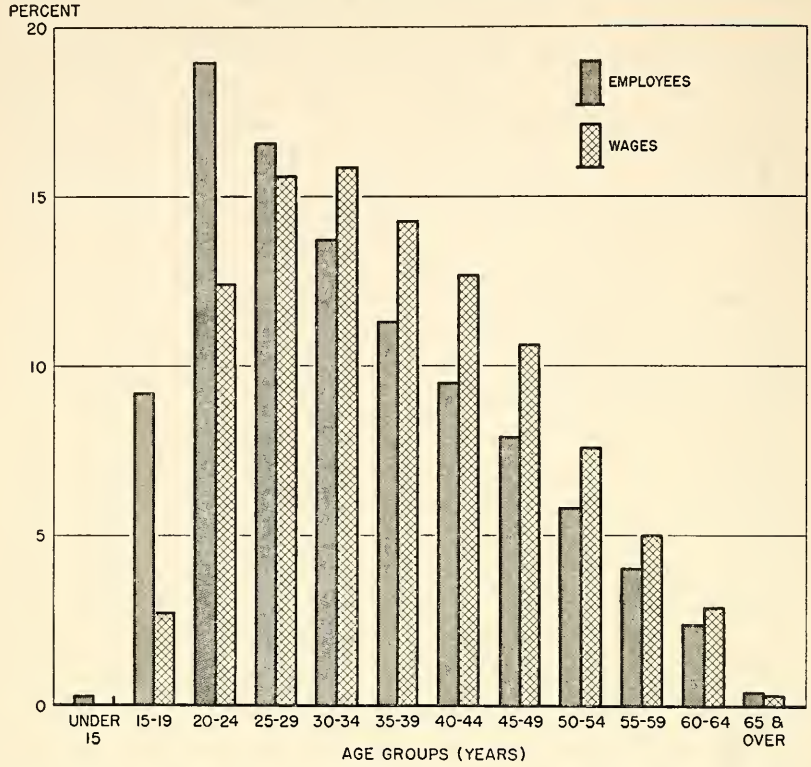
Once accounts had been established for the great body of workers who were in covered employment when the program began, the continuing flow of applications has represented, increasingly, persons who are entering the labor market for the first time or are transferring from other work to covered employment. Recent applicants for employee accounts include relatively more young persons than was the case in earlier periods. There has also been an increase in the proportion of women applicants and of Negro applicants. During the 6 months ended June 30, 1939, about half the applicants were less than 25 years of age, nearly two-fifths were women, and about one-eighth were Negro. The high proportion of women applicants is partly a reflection of the high turn-over of women workers in the labor market.

WAGE RECORDS

For the calendar years 1937 and 1938 the Board has received a total of approximately 189 million wage items aggregating more than $55 billion. Each item represents an employer's report of the amount paid by him to a worker in one of the reporting periods in those years. When a worker receives taxable wages from more than one employer, each of his employers reports for him the amount paid within the reporting period even though it was for work of only a day or a week. Employers' reports identify the amounts paid to individuals by giving both the worker's name and his account number. Of more than $55 billion reported for these 2 calendar years, 98.8 percent had been allocated to the individual accounts of covered workers by October 31, 1939.

Early in the fiscal year 1938–39 a concerted effort was made, in cooperation with the Bureau of Internal Revenue, to promote a more nearly complete use of account numbers in employers' quarterly

CHART 1.—*Old-age insurance: Percentage distribution of covered employees and their reported taxable wages, by age groups, 1937*



information returns concerning wages paid to covered workers. This effort has resulted not only in filling in a large percentage of the missing numbers on reports received earlier but also in a great improvement in the completeness of current reporting. Account numbers were lacking for only about 2 percent of the wage items reported for 1939 as compared with 12 percent for the first half of 1937, 8 percent for the second half of 1937, and 3.5 percent for the four quarters of 1938. The gain in public understanding of the program and the improvement in employers' reporting of account numbers should greatly facilitate the handling of wage reports for subsequent years. There is impressive evidence of cooperation on the part of the vast number of persons involved, in the fact that by November 1938, when regular posting for 1937 was completed, more than 63.8 million separate wage items had been entered in workers' individual accounts.

Use of the wage records in adjudicating claims for lump-sum payments, begun in November 1938, has indicated that they have a high degree of accuracy. They are now being used in claims adjudication

for all periods except the half year immediately preceding a worker's death, for which reports will not have been made or will be in process of initial handling by the Bureau of Internal Revenue or the Board.

Substantial accuracy of the wage records has been evidenced also by service begun in July 1938 whereby employees are informed, upon request, of the wages recorded in their accounts for the calendar year 1937. During the fiscal year, 95,269 such requests were received. About 10 percent of these cases did not contain sufficient identifying information, and requests for additional information brought no reply. Where sufficient identifying information was available, the reports made to employees were apparently correct in 90 percent of the cases, since no notices of discrepancies were received. In the remaining cases the inquiries necessitated investigation by the field staff. In about half of these cases acceptable information has been found to complete the records; the other 5 percent are still in process. Consequently about 95 percent of the inquiries containing sufficient identifying information have been cleared up. Since many persons who requested wage statements were doubtless of the opinion that their wages were not being properly reported, this record shows a high degree of employer cooperation in wage reporting. In some of the cases investigated by the field staff, wage information was obtained not only for the inquirer but also for other persons employed in the same establishment.

By June 30, 1939, substantial progress had been made in handling wage reports for the calendar year 1938. All major accounting operations except posting had been completed. While reports for each quarter are carried through the initial operations as they are received by the Board from the Bureau of Internal Revenue, analysis has shown that an annual saving of $300,000 is made by annual, rather than quarterly, posting to the employee ledger sheets. Posting for the entire year 1938 was therefore begun in May 1939 and was about one-third complete by June 30. Use of centralized machine processes is greatly expediting the work. At that time wage items for 1938, plus 1937 items received or identified too late for the preceding year's posting, numbered 117.9 million. By the end of the fiscal year the Board had also received 26.3 million wage items relating to the first calendar quarter of 1939.

Until reports for 1937 were received and analyzed, only estimates were available of the number of workers covered by the old-age insurance program and the amounts of the benefits for which they might be expected to qualify under the act. These reports have provided not only the information needed for continuing operation and for estimates relating to the proposed amendments but also a

body of information previously unavailable concerning major characteristics of American workers and their earnings in industry and commerce.

COVERED WORKERS

The following paragraphs on covered workers and their wages are based on the reports of 1937 wages which had been posted by July 1938 to the accounts of 30,154,024 workers.[2] Of these 30.2 million workers, 21.9 million—or almost three-fourths—were men and 8.3 million were women. Of the total, 92.4 percent were white, 6.8 percent were Negro, and 0.8 percent were of other races. Among all workers of known ages, 9.4 percent were under 20; 70.2 percent were aged 20–44; and 20.1 percent, 45–64. The remaining 0.3 percent were chiefly persons who reached age 65 during the year, although a few wage reports were received for workers past 65 whose employment was not covered in 1937. Women formed a much younger group than men, with 13.3 percent under 20, 74.4 percent aged 20–44, and 12.1 percent 45–64.

The geographical distribution of workers reflects the extent of industrialization of the various States as well as their population. Nine States had a million or more workers for whom wages were reported. New York led with 4.1 million; Pennsylvania was next with 2.7 million; Illinois stood third with 2.2 million; and Ohio, California, Michigan, Massachusetts, New Jersey, and Texas followed, in the order named, with from 1.9 to 1.1 million. There were less than 100,000 in nine States (Arizona, Idaho, Vermont, Delaware, New Mexico, South Dakota, North Dakota, Wyoming, Nevada) and in Alaska.

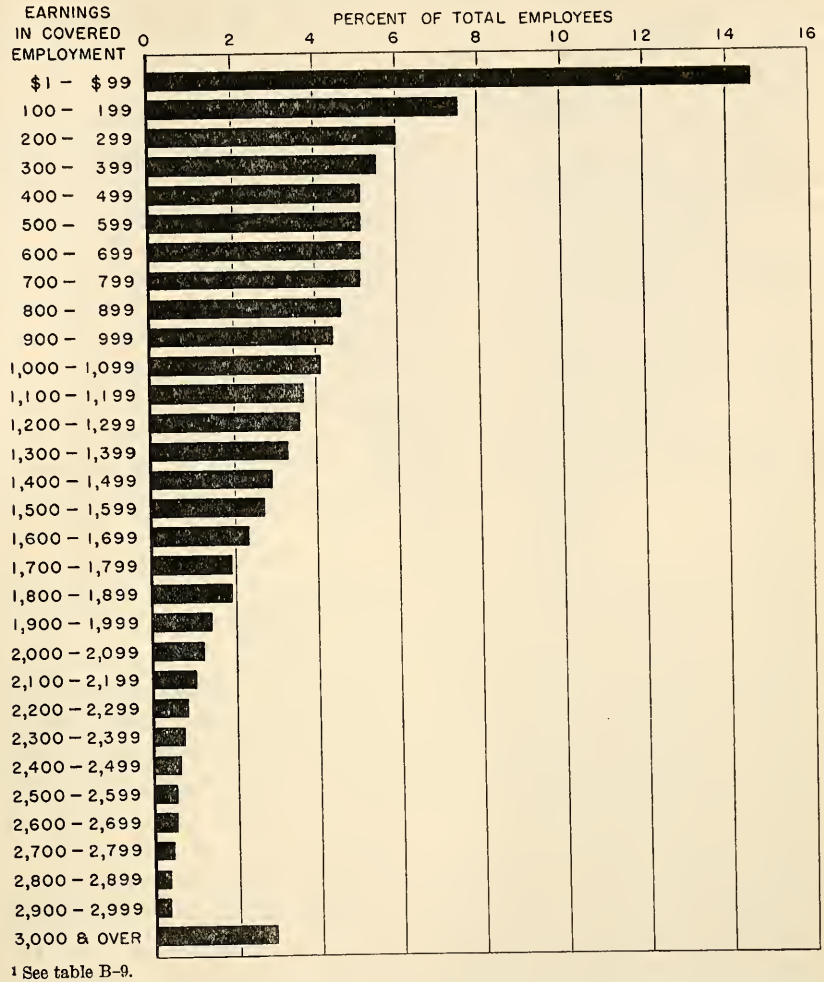
In all States white wage earners were a majority of the total earning taxable wages in 1937; in only seven States (Mississippi, Alabama, Louisiana, Florida, South Carolina, Virginia, and Georgia) did Negroes account for as much as one-fourth of the total. Of the 2.0 million Negroes with reported taxable wages, the largest numbers—142,000 and 134,000, respectively—were in North Carolina and Texas. Of the 256,000 persons of races other than white or Negro, 82,000 or nearly one-third were in Hawaii; California had nearly 75,000; Texas, 25,000; and New York, 10,000.

Six States (New York, Pennsylvania, Illinois, California, Ohio, and Massachusetts), each with more than 400,000 women workers in covered employment in 1937, accounted for nearly half of the total number of women for whom taxable wages were reported.

About 2.2 million workers, or about 7 percent of the total for whom

[2] These reports included approximately 93 percent of the wages and 96 percent of the estimated number of workers for whom reports were received for 1937. The figures do not include persons holding railroad retirement account numbers or employees whose sex or race is unknown.

CHART 2.—*Old-age insurance: Percentage distribution of total covered employees, by intervals of earnings, 1937* [1]



[1] See table B–9.

1937 wages were recorded, received some part of their wages in a State other than the one in which their account numbers had been assigned.

REPORTED TAXABLE WAGES

The reported wages do not necessarily represent the total 1937 earnings of the 30.2 million workers to whose accounts they are posted. Many persons doubtless had other earnings in occupations not covered by the program—among them agriculture, domestic service in private homes, and self-employment. A relatively small group had earnings which were not reported because of the fact that any amount in excess of $3,000 received from a single employer was not

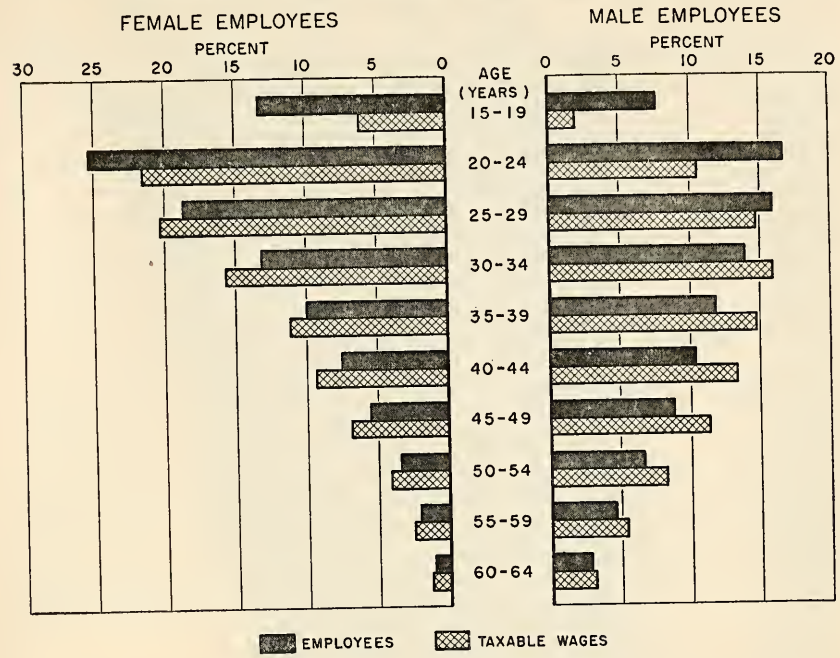
taxable under the act. The average amount reported for the whole group—$889—is affected further by the fact that it is made up of wages of part-time as well as full-time workers and of those who were in covered employment for only a few days or weeks or months as well as those who worked steadily throughout the year.

Nearly two-fifths (38.7 percent) of the workers represented in these reports for 1937 had wages of less than $500, and wages of these amounts accounted for 8.2 percent of the total. The reports of wages of $500–$999 represented about one-fourth (24.3 percent) of the workers and 20.3 percent of the wages. Wages of $1,000–$2,999 were credited to the accounts of about one-third (34.1 percent) of the workers but constituted 61.1 percent of the wage total. Reports of $3,000 or more were made for only 2.9 percent of the workers but represented 10.4 percent of total wages. As has been pointed out, the amounts reported for this last group do not include total wage or salary payments in covered employment during the year, since only the first $3,000 received by an employee from each of his employers in that period was taxable under the provisions of the Social Security Act.

White men, who constituted 66.3 percent of the total workers included in these reports for 1937, received 80.5 percent of the total wages, an average of $1,080 per worker. Negro men, whose taxable wages averaged $453, accounted for 5.6 percent of the workers and 2.9 percent of the wage total. White women, who comprised 26.1 percent of the workers, received 15.9 percent of the wages and an average of $539 per worker. Negro women, for whom the average wage was $247, constituted 1.1 percent of the workers and received 0.3 percent of the wages.

The large majority of these workers were under the age of 40. Persons aged 15–39 represented nearly 70 percent of all workers and received 60.9 percent of the wages. Persons aged 40–64 constituted 29.6 percent of the workers, and their wages were 38.8 percent of the total. When workers and their wages are classified in 5-year age groups, it appears that the group aged 20–24 contains the largest proportion of workers, 19.0 percent of the total; the largest amount of wages, 15.9 percent of the total, was recorded for workers in the age group 30–34. The highest average wage—$1,204—was that for persons in the age group 45–49, which comprised only 7.9 percent of the workers and accounted for 10.6 percent of the wage total. Low average wages for the youngest age groups are doubtless influenced by the prevalence of part-time and short-time employment as well as by lower rates of pay. The concentration of women in these age groups is an additional factor. For women workers as a whole, the average wage was about half that for men; the differential is far less

CHART 3.—*Old-age insurance: Percentage distribution of male and female employees and their reported taxable wages, by age groups, 1937*

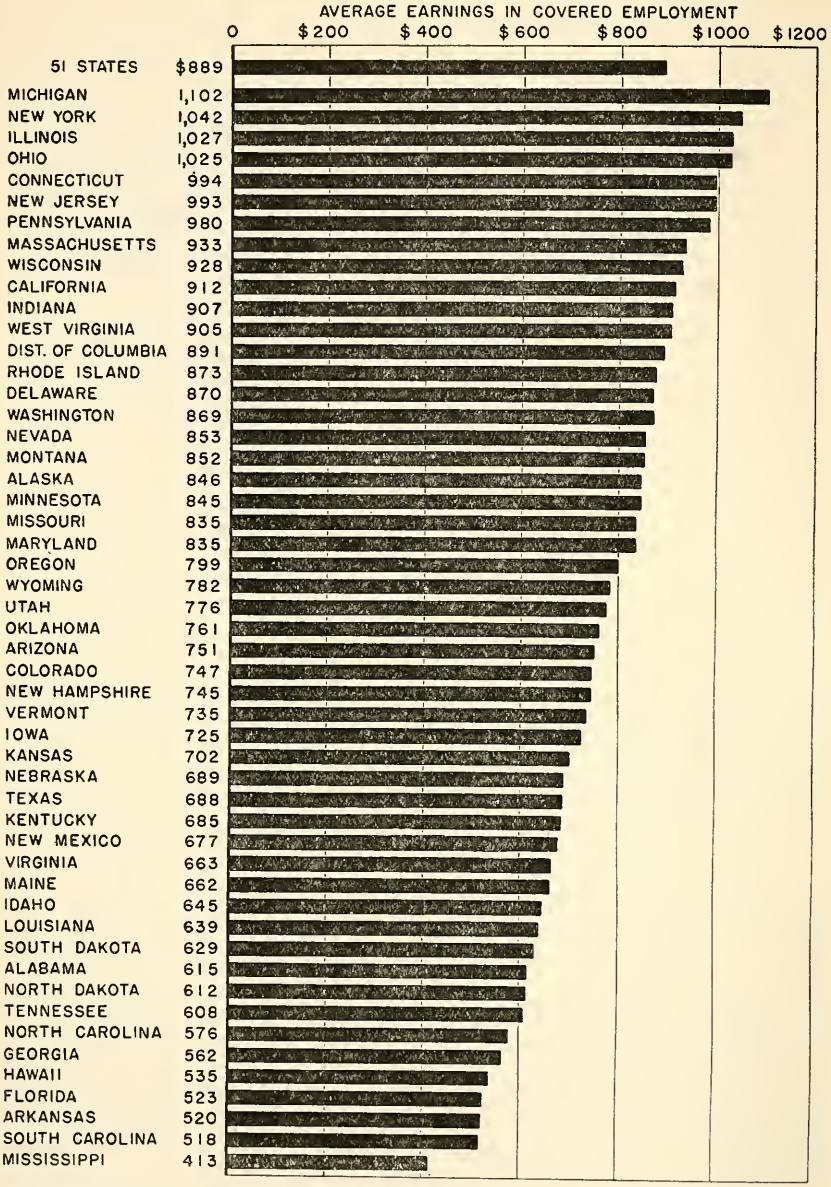


for men and women in the age groups under 30 years than for those who are older. How far such factors as characteristically lower wages, types of occupation, intermittent or part-time employment, and age distribution affect the averages for women and for the various racial groups cannot be determined from the present information.

There is considerable variation among the States in the average taxable wages reported for workers in 1937. The average for the United States is $889. Averages for the several States range from $413 in Mississippi to $1,102 in Michigan. Thirteen jurisdictions (Michigan, New York, Illinois, Ohio, Connecticut, New Jersey, Pennsylvania, Massachusetts, Wisconsin, California, Indiana, West Virginia, and the District of Columbia) have averages exceeding that of the United States, in the order listed. States with an average below that for the United States were characterized principally by a lesser degree of industrialization and urbanization and a higher proportion of women workers or Negro workers.

In view of current discussions of the plight of middle-aged and older workers in industry, special interest attaches to the wage records of persons aged 40 and over. No conclusive evidence on the relative earnings of such persons is provided by the present wage reports. There is little decrease in the averages of wage amounts reported for

CHART 4.—*Old-age insurance: Average earnings in covered employment, by States, 1937* [1]



[1] See table B–8.

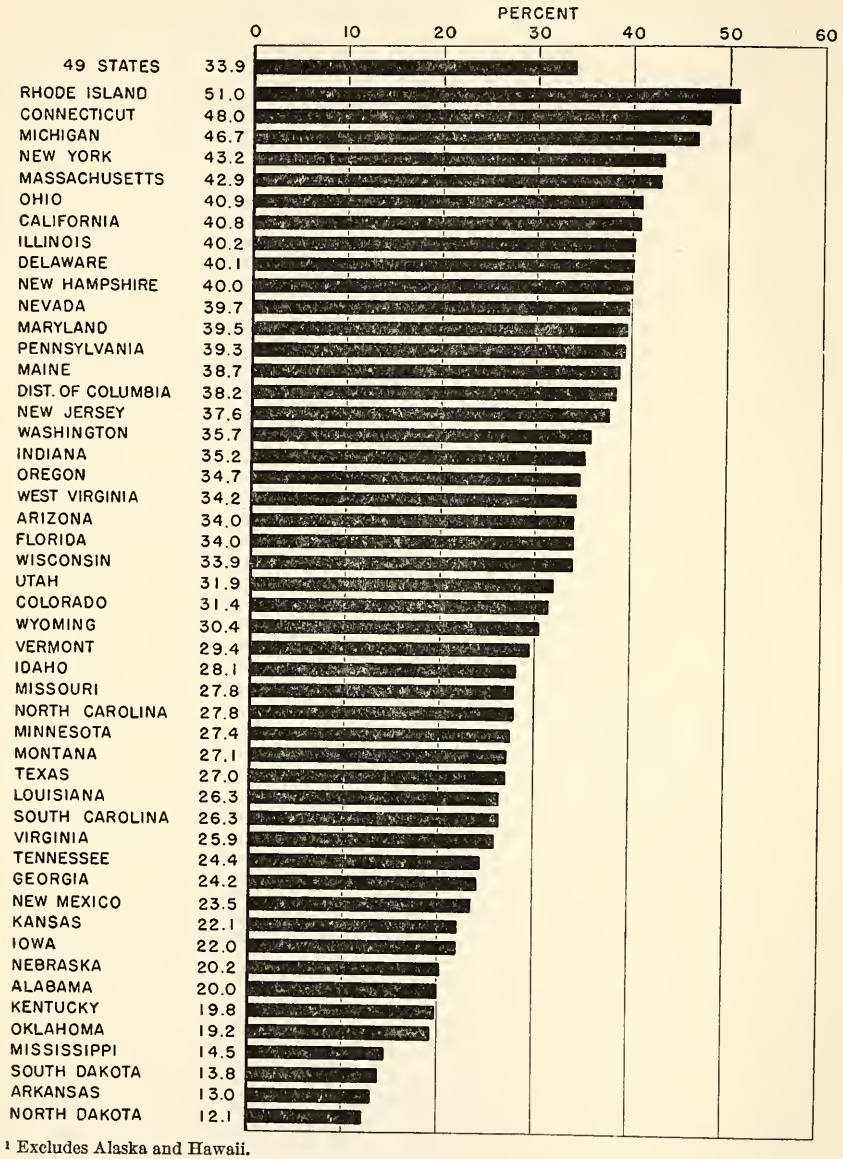
successive 5-year groups from age 45–49, when the average is highest, to age 60–64. These averages, however, relate only to persons who were in covered employment. The proportion of older age groups is progressively lower among workers for whom wage reports were made than the proportion of the same age groups among all gainful workers enumerated in the 1930 census. These differences suggest that older persons may be engaged more commonly than those who are younger in work not covered by the old-age insurance system, such as agricultural labor or self-employment, or that they are unemployed. Wage averages for the older groups are also influenced somewhat by the progressively lower representation of women and of Negro workers among employees at the higher ages and by the fact that older persons who have remained in covered employment probably have steadier work than those who are younger. On the other hand, loss of wages during a year by reason of sickness increases with increase in age. Whatever the weights of these and other factors, it is of interest that the average per capita wage recorded for workers aged 60–64 exceeded that for those who were 30 or more years younger and that neither the average amount nor the distribution of actual amounts of taxable wages reported for 1937 indicates a rapid decline in earnings with advancing age.

CLAIMS FOR LUMP-SUM PAYMENTS

Beginning with January 1937, lump-sum payments have been made under the old-age insurance program to covered workers at the age of 65 and to the heirs or estates of deceased workers.[3] In either circumstance the payment represents 3½ percent of the individual's total taxable wages. During the fiscal year 1938–39 the Board certified 212,053 claims for payment, of which 92,910—aggregating nearly $6.5 million—were claims for payments at age 65, and 119,143—amounting to more than $7.8 million—were claims for death payments. By June 30, 1939, a cumulative total of approximately $9.2 million had been certified for payment to nearly 170,000 workers who had reached age 65, and more than $11.0 million had been certified for payment to the estates or relatives of nearly 212,000 deceased workers. The average amount of these claims has increased steadily since the initial month of payment because workers have had an increasing period of time in which to build up the wage aggregates on which payments are based. The average for all claims certified in June 1937 was $14.43; in June 1938, $47.70; and in June 1939, $83.24. The average for all claims certified during the fiscal year was $67.51,

[3] Lump-sum payments at age 65 were discontinued, effective August 10, 1939. Lump-sum payments on behalf of workers who die after 1939 will be made when the worker meets certain qualifications and leaves no survivor entitled to a survivor's benefit for the month in which death occurred.

CHART 5.—*Old-age insurance: Percent of total estimated population aged 15-64 with reported taxable wages, by States, 1937* [1]



[1] Excludes Alaska and Hawaii.

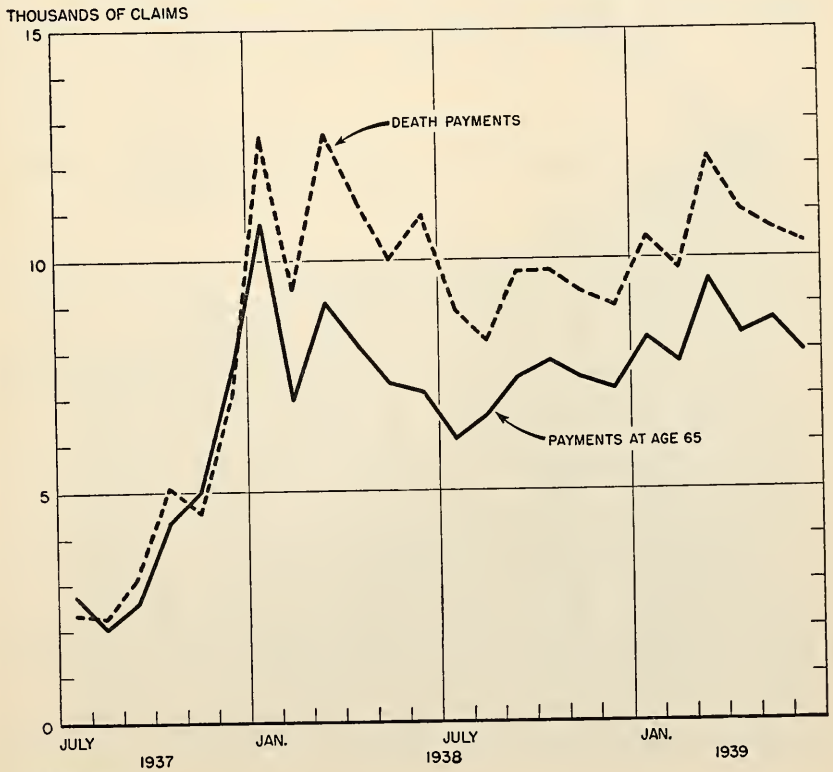
with a wide range among the States from an average of $31.31 in Mississippi to $83.64 in New Jersey.

The time elapsing between the filing of a claim and issuance of the check by the Treasury has materially decreased since 1937 with growing public familiarity with the program and increasing administrative

experience. At the close of the fiscal year 1936–37 the interval was 36.5 days, on the average, for claims made by workers at age 65 or over, and 41.6 days for claims for death payments, which involve additional factors in adjudication. By June 1938 the average interval was less than 22.5 calendar days for payments at age 65 and less than 25 days for death payments, and by June 1939 the interval was only 21.4 days for both types combined.

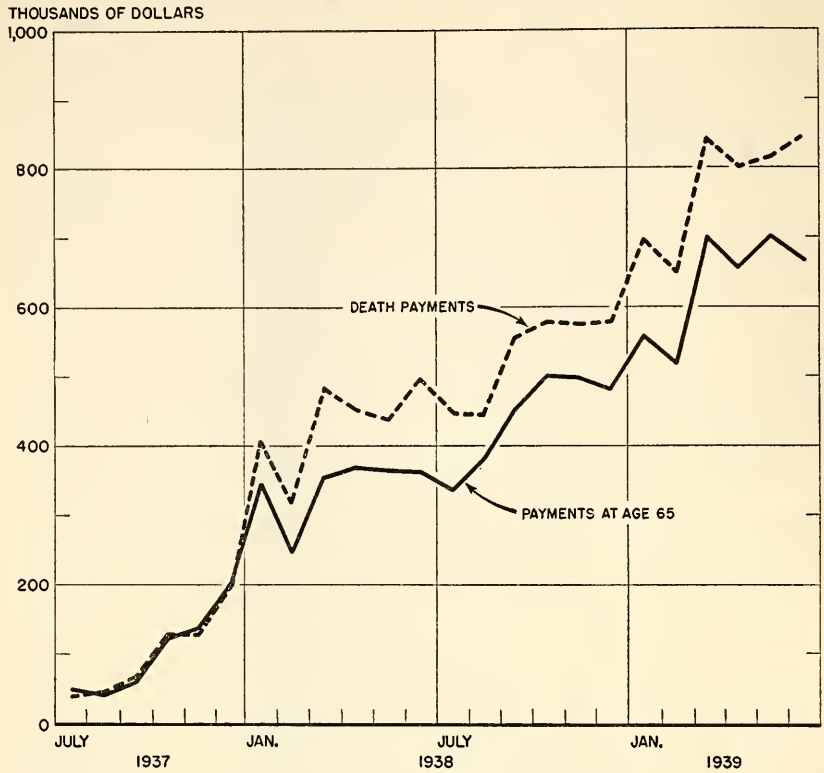
Many procedures in the handling of claims have been clarified and improved. Early in the fiscal year the 12 regional units previously established in the Washington offices for the adjudication of claims were consolidated into four. This consolidation resulted in a reduction of the amount of recordkeeping and more expeditious handling of claims in the adjudication process. Efficiency has also been substantially increased by the establishment of separate units on a functionalized basis for the determination of coverage under the act and for handling claims involving recovery or adjustment of payments previously made, and by the drafting and revision of instructions and

CHART 6.—*Old-age insurance: Number of claims certified for lump-sum payments at age 65 and at death, July 1937–June 1939* [1]



[1] See table B–13.

CHART 7.—*Old-age insurance: Amount certified for lump-sum payments at age 65 and at death, July 1937–June 1939* [1]



[1] See table B–13.

forms used in Washington and the field. The Board approved liberalization of regulations to permit the payment of certain types of claims, the disallowance of which appeared to result in inequities. A change was made, for example, to permit death payments to any relatives who had paid the funeral expenses of the deceased worker; previously a death payment could be made only if the worker was survived by a spouse, child, grandchild, or parent. Effective procedures were evolved for handling claims involving employment borderline between coverage under the Social Security Act and the Railroad Retirement Act. All claims pending at the beginning of the year which involved employer-employee relationships, particularly claims filed by or on behalf of insurance salesmen, were disposed of satisfactorily through a final determination of coverage made by the Bureau of Internal Revenue.

Increased emphasis has been placed on the training of members of the staff who handle claims in Washington and in the field. Evidence

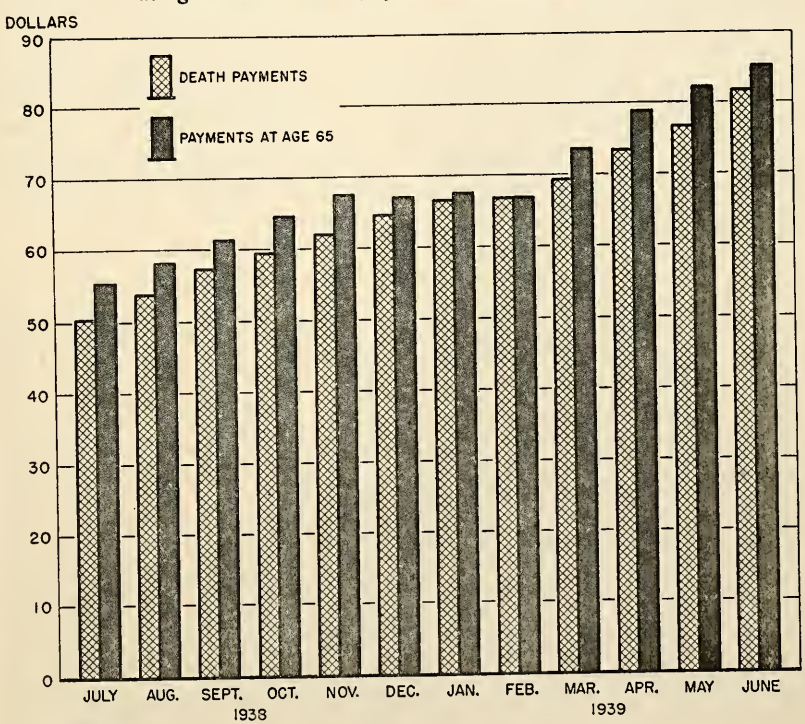
of the value of this training is reflected in more thorough development of claims in the field, where the staff assists claimants in obtaining the necessary information and filling out the forms, and in more rapid adjudication in Washington. Progress in the handling of claims as well as in the maintenance of wage records made it feasible for the Board to recommend that the old-age insurance program go into full operation 2 years earlier and on a much more comprehensive basis than was contemplated in the 1935 legislation.

FINANCING THE PROGRAM

The Social Security Act provided that payment of benefits was to be made from the old-age reserve account established in the Treasury. Data furnished by the Treasury Department are given in appendix table A–6, showing in summary the financial operations in connection with the account for the 3 fiscal years ended June 30, 1939.

Appropriations by Congress to the old-age reserve account have been approximately equal to tax collections under title VIII of the Social Security Act (repealed and reenacted, effective April 1, 1939,

CHART 8.—*Old-age insurance: Average amount certified for lump-sum payments at age 65 and at death, by months, fiscal year 1938–39* [1]



[1] See table B–14.

as ch. 9, subch. A, of the Internal Revenue Code) minus allowance for the costs of administering the old-age insurance program. As of June 30, 1939, cumulative tax collections were $1,238.3 million and cumulative appropriations were $1,155.0 million. During the 3-year period interest totaling $44.6 million had been paid on investments held in the account. On June 30, 1939, these investments amounted to $1,177.2 million held in 3-percent special Treasury notes; $3.0 million was held in cash by the disbursing officer for current payments to beneficiaries under the program, and $66,122 remained in the appropriation balance to be transferred from general funds to the account. Checks totaling $19.3 million had been issued by the Treasury in payment of claims certified by the Social Security Board for lump-sum payments. Appropriations to the account for the fiscal year 1938–39 totaled $390.0 million, including $30.0 million made available by the 1940 Treasury Department Appropriation Act, approved May 6, 1939. In addition, $114.9 million was carried over as an unexpended balance from the preceding year, $113.0 million of which was in the form of an appropriation credit. Thus, the total available for transfer to the fund in the fiscal year was $503.0 million. Actual monthly transfers from appropriations during 1939 totaled $503.0 million, an amount approximating the $529.4 million received in taxes for the year minus allowance for administrative costs representing about 5 percent of tax receipts. In addition to the $503.0 million transferred from appropriations, interest on investments amounting to nearly $27.0 million was credited to the account. Of these funds $514.9 million was invested in 3-percent special Treasury notes, nearly $13.9 million was used for lump-sum payments, and the balance was held in cash with the disbursing officer for benefit payments.

REVIEW OF THE PROGRAM

The effectiveness of the old-age insurance program depends upon far more than efficient operating and accounting procedures. In fulfilling its responsibilities under the act, the Social Security Board is under obligation to study the objectives, scope, and operation of the old-age insurance program with a view to recommending changes to promote security. The Advisory Council on Social Security, appointed in May 1937 by the Senate Special Committee on Social Security and the Social Security Board, worked closely with the Board in its review and analysis of the basis and operations of the old-age insurance system. The recommendations of that Council were published on December 10, 1938, and were followed shortly by the recommendations submitted by the Social Security Board to the President and transmitted to Congress. Officers of the Board presented further information requested by the Congress during the course of the

extensive public hearings on social security held during the winter and spring of 1939 by the Ways and Means Committee of the House of Representatives and the Senate Finance Committee.

It is inevitable that any social insurance program must function for at least a brief period before some anomalies or gaps in coverage, inequities or maladjustments in benefits, and general discrepancies between objectives and operation may be discovered. Although under the old-age insurance system as enacted in 1935 the method of computing benefits was weighted in favor of persons with low aggregate earnings in covered employment, the system was built to a considerable extent on principles of individual savings and on certain traditions of private insurance practice. While monthly benefits were not payable in the period under review, the information which became available through the operation of the system made it possible to analyze existing provisions in relation to their present and probable future effectiveness.

At the outset few persons, if any, had realized the extent of the movement of workers between covered and noncovered employment. It had been estimated from 1930 census data that on the average approximately 26 million workers were ordinarily engaged in employment covered by the system; no attempt was made to estimate how many different individuals would be covered. Wage records and applications for employee account numbers begin to reveal the picture. A considerable proportion of the workers receiving wages from covered employment are not permanent members of the industrial labor market; many are persons who leave their customary occupations as farmers, housewives, and students for odd jobs or part-time work in peak seasons. Through modest amounts of wages such persons could gain title to future benefits which would have little relation to their presumptive need for protection in old age or for the protection of their families in the event of the death of the breadwinner. The need for protection of all workers is fully recognized; the President, the Advisory Council, and the Board recommended strongly the extension of coverage to additional types of employment as rapidly as administrative methods could be devised. Within any given limits of coverage, however, it is important so to formulate qualifying requirements and the benefit schedule that the funds available will be used for benefits in the manner which best accomplishes the purposes of the system. It was with this purpose in mind that the Board and the Advisory Council recommended that greater recognition be given to the presumptive needs of insured workers and their families.

A question on this ground arose in connection with the lump-sum payments under the 1935 legislation. These payments, amounting to 3½ percent of aggregate wages, ensured that every worker or his

estate received under the system more than he had paid in contributions. The payment of $35, however, which could be made with respect to a person who had received a total of $1,000 in taxable wages, is insignificant from the standpoint of a worker's need for protection at age 65; it is trivial in relation to the needs of dependents of a deceased worker. Amounts spent for some payments which were not significant in promoting individual security might be better used, it was believed, to enhance the protection afforded to persons who were regularly attached to the system and had contributed to it for a specified period.

Even when, with continued operation of the program, lump-sum payments of considerable size could have been made to many individuals, these payments would still have been inadequate to meet the continuing needs of the dependents of a deceased worker. Further, the size of the death payment was likely to be in inverse proportion to the need for protection. Since the payment was based on the aggregate of wages in covered employment, small payments would ordinarily be made on behalf of workers who died young and were likely to leave young children. The larger amounts ordinarily would have been payable with respect to the wages of persons who had been in the system for some time and who died in middle age or later, when it was more likely that their children had become self-supporting. Monthly benefits also were based on aggregate earnings, and many years would have elapsed after 1942, when these benefits were first payable, before substantial amounts could have been paid to most of the covered workers who reached age 65 in a given year. In these benefits, also, no provision was made toward meeting the additional responsibilities of beneficiaries who have aged wives or young children, and, except for the lump-sum death payment, surviving dependents were unprotected. These and other social considerations and the progress in administrative development of the system led the Board to recommend the changes outlined in previous pages.

In the course of their related activities, the Bureau of Internal Revenue and the Board found many types of borderline employment, especially that relating to agriculture, which required specific rulings to determine whether they were included under the tax and benefit provisions of the program. Clarification of statutory definitions of excepted employment was necessary. Avoidance of inconsistencies between Board rulings and those of the Bureau of Internal Revenue requires constant coordination of the old-age insurance activities of the two agencies in order that all wages with respect to which insurance contributions are paid may be counted toward insurance benefits. Similarly, the Board, the Bureau of Internal Revenue, and the Railroad Retirement Board are jointly concerned with the interpre-

tation of coverage of the Railroad Retirement Act and the Carriers Taxing Act with respect to service covered by the laws for railroad workers, since such service is excluded from the Federal old-age insurance program.

The definitions of employer-employee relationship and of wages taxable under the program also proved to be in need of further clarification. These wages had been interpreted as including amounts paid by an employer on behalf of his workers into any welfare or retirement fund. In its study of the employers' reporting burdens, the Board became convinced that the definition should be narrowed to exclude these types of payments. In short, through its field contacts with employers and through continued study of the operation of the program against the background of underlying objectives, the Board was in a position to recommend to Congress many points in need of legislative clarification. Furthermore, the Board, for effective operation of the program, needed power to administer oaths, take testimony, and issue subpenas.

The Board prepared cost estimates and analyses of various suggested changes for plans considered by the Advisory Council, the Board, and members of the Congress. During the fiscal year there was continued study of various methods of financing the programs in terms of their consistency with the contributory principle and their anticipated effect upon the national economy. The Board, however, recognized that the primary responsibility for financial aspects of the program rests with the Treasury Department. With respect to these factors, the recommendations for changes presented to Congress were made by that Department.

The use of a contributory system of social insurance to promote old-age security has been widely accepted by workers, employers, and the public at large. Criticisms of the program which were received by the Board during the year related to the methods rather than the goals of the 1935 legislation. Although progress in the brief period since August 1935 has been more rapid than could have been reasonably anticipated, the Board is fully cognizant of the fact that there are important gaps in the program. A substantial part of the gainfully occupied population will be unable to qualify for benefits under the system. The Board will continue to study measures which may be feasible to extend protection to such major areas of excepted employment as agriculture, domestic service in private homes, government service, employment in certain types of nonprofit organizations, and self-employment. For substantially all families in the United States there remains a risk of wage loss analogous to that incurred in old age, that is, the loss of wages by reason of total and permanent disability. The possible establishment of protection against this

hazard continues to be a major field of study. The Board believes that the Federal program is a sound foundation on which may be erected an even more comprehensive bulwark to protect American workers and their families against prolonged or permanent loss of earning capacity.

· III ·

UNEMPLOYMENT COMPENSATION

THE organization and operation of 51 systems of unemployment compensation, administered by the several jurisdictions yet integrated into a national system through Federal standards and coordination, has required intensive cooperation of States, employers, workers, and the Federal agencies concerned. The pioneer work of drafting laws, establishing and staffing administrative agencies, and devising operating techniques on the basis of preliminary estimates has been accomplished by the governments of the several States with remarkable swiftness.

Until August 1936 no governmental body in the United States had had any practical experience in payment of unemployment benefits under an insurance program. Even 2 years ago no one knew with any degree of certainty how many employers were subject to these Federal and State laws or how many workers would acquire rights to benefits. Had the Federal Government and the States waited for definitive answers to these questions before embarking on the program, unemployment compensation in the United States might still be a dream of social and political economists rather than a system established and in operation in all States of the Union.

At the close of the fiscal year 1938–39, the 51 jurisdictions had a total of $1.3 billion available for benefit payments. This total included funds which will be transferred or otherwise paid from the States' unemployment funds into the railroad unemployment insurance account, from which, beginning in July 1939, benefits are payable to workers eligible under the Federal Railroad Unemployment Insurance Act.[1] Approximately 1.5 million railroad workers, previously covered by State laws, are transferred from the jurisdiction of the State agencies to that of the Railroad Retirement Board, which administers the railroad unemployment insurance program. By June 30, 1939, all States but two were paying unemployment benefits, and in these two, Illinois and Montana, benefits became payable in July. During the fiscal year 1938–39, 42.7 million weekly benefit payments amounting to $446.1 million were made to claimants, and a total of some 28 million workers were covered by State unemployment compensation laws.

[1] 52 Stat. 1094; June 25, 1938.

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FEDERAL RESPONSIBILITIES

Under the Social Security Act, the Board has certain major responsibilities in connection with the organization and operation of State unemployment compensation programs. The Board certifies each year to the Secretary of the Treasury, for normal and additional tax-credit purposes, State unemployment compensation laws which conform with the provisions of the Federal Unemployment Tax Act.[2] It also certifies grants of Federal funds to finance the necessary costs of proper and efficient administration of the unemployment compensation program in States whose laws and administrative procedures conform with the applicable requirements of the Federal Unemployment Tax Act and the Social Security Act. The Board is required to withhold Federal grants, after reasonable notice and opportunity for hearing to the State agency, if it finds that a State has denied benefits in a substantial number of cases to workers entitled thereto under the State law or has failed to comply substantially with any standards stipulated in the Federal legislation as a condition precedent to the certification of grant. Similarly, the Board is required to withhold certification of a State law for tax-credit purposes if it finds that the State has failed to comply substantially with any standard prescribed as a condition precedent to such certification or has changed its law so that it no longer complies with such standards.

The Board's activities in unemployment compensation have been centered in the Bureau of Unemployment Compensation,[3] working in close cooperation with the other bureaus and offices concerned with activities in the fields of law, accounting, personnel administration, research, and public relations. Regional representatives of the Board, who are closely in touch with the operations and problems of individual State programs, act as liaison officers between State agencies and the Washington office of the Board.

FINANCIAL BASIS OF THE PROGRAM

Employers subject to State laws approved by the Social Security Board, as provided in the Unemployment Tax Act, may credit against as much as 90 percent of their Federal unemployment tax amounts which they have paid prior to specified dates as contributions under such approved State unemployment compensation laws. Such contributions, as well as contributions by employees in those States

[2] This act (Internal Revenue Code, ch. 9, subch. C) incorporates the tax provisions formerly contained in title IX of the Social Security Act.

[3] With the transfer of the U. S. Employment Service from the Department of Labor to the Social Security Board on July 1, 1939, in accordance with the provisions of the Reorganization Act of 1939 and Reorganization Plan No. 1, the activities of this Bureau have been continued in the newly established Bureau of Employment Security.

which require employee contributions, are deposited in the account of the State agency in the unemployment trust fund in the Federal Treasury. Federal financial participation in the unemployment compensation program is confined to the grants for necessary costs of administration.

As of June 30, 1939, the unemployment trust fund contained $1.3 billion [4] to the credit of State unemployment compensation agencies. During the fiscal year 1938–39, withdrawals by State agencies for benefit payments amounted to $445.2 million. Total receipts of the fund, including deposits by States and interest earned on such deposits during the year, amounted to $836.9 million, exceeding withdrawals by $391.7 million. The balance in the unemployment trust fund is invested exclusively in Treasury certificates of indebtedness to the fund bearing interest at 2.5 percent. Data on the unemployment trust fund, furnished by the Treasury, are summarized in appendix table A–7. Federal collections under the Federal Unemployment Tax Act amounted to $100.8 million, while States collected a total of $803 million in contributions paid by employers and, in a few States, also by employees. As a result of Federal legislation enacted in May and June 1938, nearly $40.6 million of Federal collections under title IX of the Social Security Act for the year 1936 was paid into the unemployment funds of 13 States and 2 Territories which had no approved unemployment compensation law in that year but enacted an approved law in 1937.

FEDERAL CONCERN WITH ADMINISTRATION

Federal concern with the unemployment compensation program is not limited to the legal conformity of State laws and the formal certification of administrative grants. The Board is concerned that the State programs be so operated that financial solvency, administrative standards, operating efficiency, and equity to claimants may be promoted. Because the withholding of certification of a State law for tax-credit purposes or the withholding of Federal grants to finance administrative costs entails formidable hardship to workers, employers, and others within the State, the Social Security Board, as a general policy, extends all advice and assistance possible to avoid such contingencies and to improve the State programs. The Board furnishes to State authorities, when requested, counsel in the development and drafting of amendments to their laws; it recommends the adoption of techniques which will improve and strengthen the programs; and through its contacts with all State agencies and its con-

[4] This amount includes sums to be transferred by the States or otherwise used in connection with payments into the new account in the fund created under the Railroad Unemployment Insurance Act for payment of benefits to workers eligible under that act.

tinued study of the principles and techniques of unemployment compensation, the Board makes it possible for States to profit from the experience of others who have faced similar situations.

During the fiscal year, legislative developments in two States presented serious questions with respect to the conformity of the State law with Federal requirements. In November 1938 the State of Oregon adopted an initiative measure which narrowly defined the term "labor dispute" for purposes of all State statutes. Under the terms of the Unemployment Tax Act, a State law may not be certified by the Board for tax-credit purposes if benefits are denied to an individual who refuses to accept a position vacant by reason of a labor dispute. After reasonable notice to the State, a hearing was held to determine whether the initiative measure had so changed the Oregon law that it no longer conformed with the Federal standard. The issue was resolved when the Oregon Legislature adopted an amendment specifying that the labor-standards provisions of the State unemployment compensation law should be accorded the same meaning as the corresponding provisions of the Federal Unemployment Tax Act.

As a result of the failure of the South Dakota Legislature to appropriate funds to finance the State's share of the cost of operating its public employment service, the Social Security Board informed the Governor of the State that certification of Federal grants for unemployment compensation administration would be unjustified unless the Board was able to find that the State would pay benefits through public employment offices in accordance with the provisions of the Social Security Act and the South Dakota unemployment compensation law.[5]

The Railroad Unemployment Insurance Act, approved at the close of the preceding fiscal year, places workers in the employ of interstate railroads and certain of their subsidiaries under a Federal unemployment insurance program administered by the Railroad Retirement Board. In effecting the transfer of such workers from the State systems to the Federal system and the coordination of the State systems with the new Federal system, the act places certain duties upon the Social Security Board. These duties include the responsibility to determine for each State defined amounts which are required to be withheld from administrative grants to the State or to be transferred from the State's account in the unemployment trust fund to the account from which benefits will be paid to unemployed railroad workers. The Social Security Board has cooperated with the

[5] Sufficient funds were provided subsequently by the State to finance its share of the costs of its public employment service during the fiscal year ending June 30, 1940; on that basis, the Board was enabled to continue its certification of administrative grants.

Railroad Retirement Board and State agencies in the development of draft amendments of the State laws required under the provisions of the railroad act, and in formulating procedures to expedite these transfers.

FEDERAL GRANTS TO STATES

For the fiscal year 1938–39 a total of $58.8 million was certified to the Treasury Department by the Social Security Board as Federal grants to States to meet the cost of administering unemployment compensation programs and to defray the additional expenses of State employment services incurred in connection with the payment of benefits.[6] The Social Security Act of 1935 had authorized the annual appropriation of not more than $49.0 million to the Board for the purposes of such grants. In April 1939 the act was amended to increase the amount authorized to be so appropriated to $80.0 million.[7] The original appropriation for 1938–39 plus deficiency appropriations of $9.0 million, approved March 15, 1939, and of $10.0 million, approved May 2, 1939, brought the total appropriations for the fiscal year to $59.0 million. Expenditures for this year were nearly $58.9 million (table A–3). Appropriations for the previous fiscal year amounted to $22.5 million, and expenditures, which drew upon the reappropriated unexpended balance for the fiscal year 1936–37, were $41.9 million. Of the total grants certified in 1938–39, $20.2 million or 34.4 percent represented payments to finance the additional functions performed by the State public employment services in connection with the State unemployment compensation programs. In the previous fiscal year, sums certified by the Board for expenses of such State employment service were more than half the total grants certified for purposes of unemployment compensation administration.

Expenditures by the States during the year from all Federal and State funds used in the administration of unemployment compensation and employment service programs (including all funds made available pursuant to the Wagner-Peyser Act) were less by about $18 million, or 8.6 percent, than the amounts initially incorporated in the budgets submitted by the States to the Federal agencies administering Federal grants. Simplification of administration and integration of the State employment service with the State unemployment compensation program contributed markedly toward these reductions in anticipated administrative costs. State administrative expenditures during the year averaged 8.5 percent of contributions received in the same period.

[6] Not including Federal funds granted for employment services under provisions of the Wagner-Peyser Act, which was administered until July 1, 1939, by the Department of Labor.

[7] Public, No. 36, 76th Cong., approved April 19, 1939.

In the initial stages of their programs, States were obliged to make extensive outlays for equipment needed in their wage-records operations, for recruiting and training personnel, and for increasing the number of offices and personnel of their public employment services. All State laws specify, as an eligibility requirement for benefits, that unemployed workers must register at State employment offices to signify their willingness to work and their availability for work. States have therefore found it necessary to open many new employment offices. It is imperative that these offices be accessibly located if unemployed workers must report at frequent intervals during spells of unemployment. More important from the standpoint of workers, the general public, and State unemployment compensation agencies, the employment services, to the extent that jobs are available, serve as the first line of defense against unemployment by enabling workers to get what is far better than benefits—suitable work.

The Board has adopted certain broad policies and objective standards in connection with its certification of administrative grants to States for unemployment compensation. Individual modification of these policies is of course necessary to meet special conditions in individual States, such as the particular stage of program development, legislative provisions for State civil-service or merit systems for personnel, and constitutional or other requirements regulating State fiscal procedures.

During the early stages of State operation the Board considered it necessary, as a safeguard for the expenditure of Federal grants, to require detailed quarterly budgets from each State indicating the exact purpose of each proposed expenditure and to prohibit transfers of funds from one budget item to another. With the development of the program, the Board has found it possible gradually to relax these requirements by approving grants on a categorical basis; for example, for States with well-established merit or civil-service systems for personnel and with at least a full year of benefit-paying experience, by approving categorical amounts for salaries and wages.

PERSONNEL POLICIES

Efficiency and economy of operation depend largely on the quality of personnel. The largest share of State administrative costs—roughly three-fourths of the total—is required to pay salaries and wages. The Social Security Board has maintained from the outset that the efficient and proper administration of State unemployment compensation programs requires that personnel should be selected on the basis of their qualifications, should be assured continuity of service regardless of change in political administration, and should have the

protection of a well-defined plan of classification, remuneration, and promotion in accordance with their responsibilities, aptitudes, and efficiency.

The Board assists State agencies, on request, in the establishment of sound personnel administration. This assistance includes advice concerning rules and regulations for a merit system, procedures for conducting examinations, establishment of registers of eligible personnel, procedures for certifications from registers, installation of service-rating plans, and the adoption of personnel policies relating to promotions, transfers, lay-offs, and dismissals. A manual on the principles and standards of personnel administration under a merit system has been compiled for the use of State agencies. As an assistance to State agencies in training their personnel, the Board provides advisory services and outlines of procedures, training standards, bibliographies of reference materials, and similar aids.

TECHNICAL ASSISTANCE

In fulfillment of its responsibilities under the Social Security Act, the Board has provided information and advice on many aspects of the unemployment compensation program and has furnished many types of technical assistance to the States. The Board has also continued to cooperate with the United States Employment Service in giving technical aid to State agencies on employment service problems.

The Board has collaborated with the States in the examination of experience to serve as a basis for the revision of State laws and procedures. Tangible results of such study during the past year were the reports on the simplification of the benefit formula in State unemployment compensation laws and a quantitative analysis of simplification proposals. As a further help to States which desired to simplify the provisions of their laws, the Board developed legislative standards for measures designed to express benefit provisions in more understandable and workable terms, to permit greater facility of administration of their programs, and to simplify employer reporting. In addition, technical assistance was rendered to individual States by analysis of the probable effects of various actual proposals forwarded to the Board for comment.

Draft procedures in various special fields of unemployment compensation administration, draft forms, operating standards, and cost analyses have been developed as a continuing service to State agencies. Likewise, special procedures, analyses, and forms have been developed as requested by individual States or as special problems have arisen.

The Unemployment Compensation Interpretation Service, described in the Third Annual Report, has continued to supply States with Federal and State rulings on general questions of coverage, wages, and

contributions, and State decisions on appealed benefit claims. This information is presented in codified and indexed form.

A new body of labor law is being developed in this country in decisions upon claims for benefits. In addition to the Board's responsibilities with respect to such decisions under the standards of the act, it is concerned with the promotion of sound basic principles which may be submitted to States for their guidance. To that end the Board has undertaken studies of the principles underlying disqualification for benefits under present unemployment compensation laws.

Reference also has been made in previous reports to the industrial classification code developed by the Board in cooperation with other Federal agencies and with State agencies. This code has now been installed by all State unemployment compensation agencies as a basis for the organization of their operating data and for comparison of their experience with that of other States. Recent installation of the code in Pennsylvania and Wisconsin marked the completion of one phase of the industrial classification program which has been in effect during the past 3 years. As a result of increasing demand by State agencies for a more detailed classification to permit study of such problems as seasonal classification and experience rating, an industrial subclassification system is being developed. A preliminary subclassification of manufacturing industries has been completed. Many State agencies with administrative interest in specific industries have already adopted subclassifications for such industries.

Mention has been made of the Board's studies of changes in Federal legislation recommended in the report to the President and the Congress. While evaluation of many proposals for modification at either State or Federal levels could not have been made until at least a minimum amount of operating experience had been accumulated in this almost wholly new field, to postpone action on any point where revision already seemed warranted would have complicated the transition to improved methods. All resources of the Board available for these purposes have therefore been used to provide analyses or other services to promote the effective working of the program already so auspiciously begun.

OPERATION OF STATE PROGRAMS

With the ground work of organization laid and experience accumulated in half the States of the Union on the basis of benefit payments over the first 6 months of 1938, the Social Security Board and the States turned their attention during the past fiscal year to a review of objectives, methods, and adequacy. At both Federal and State levels it became clear that there were areas which were in need of

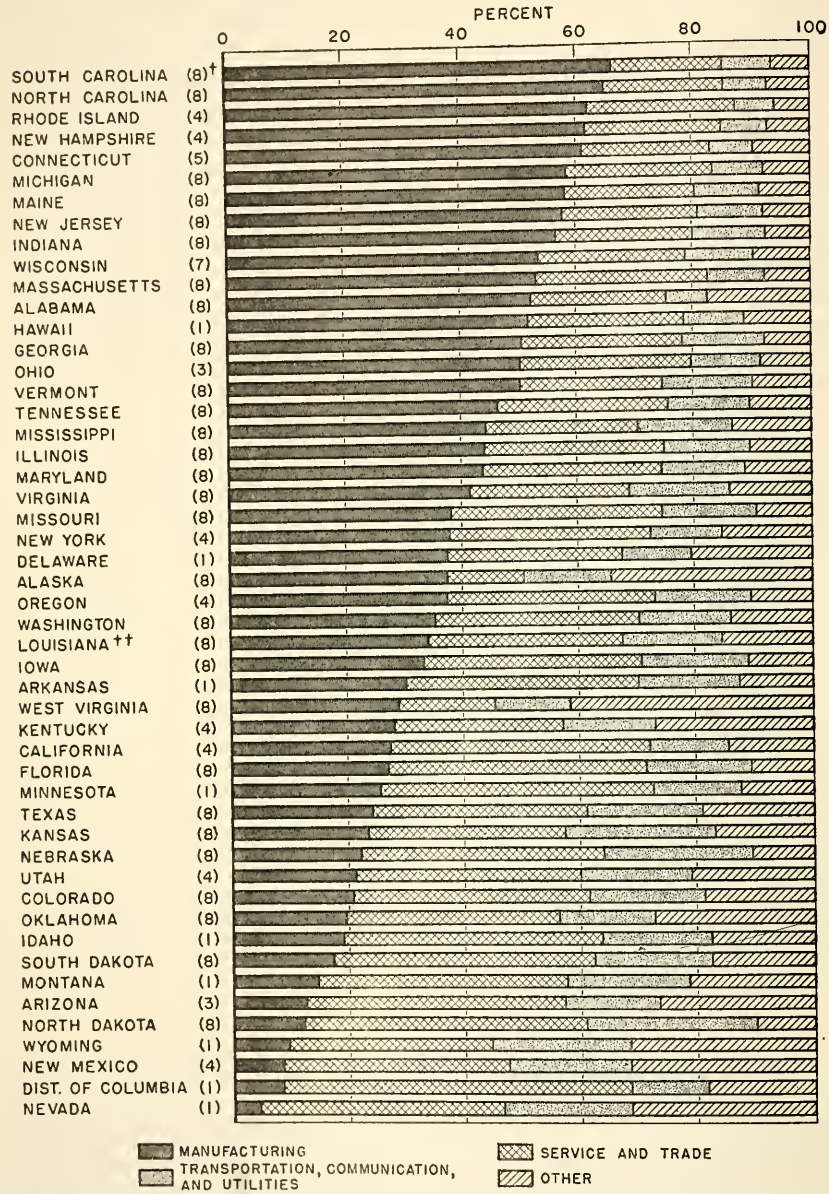
improvement. After State unemployment compensation agencies had met the initial administrative problems that attended the first payment of benefits, they were able to give attention to the need for simplifying both the State laws and their administration and to integrate staff organization and activities relating to unemployment compensation and employment service. Moreover, there was need for simplified methods of computing benefits, development and maintenance of employer experience rating, and policies and procedures concerning seasonal and partial unemployment and multistate workers. During the year, examination of these and other factors affecting the efficient and economical administration of unemployment compensation laws was a major activity of the States and of collaborating personnel of the Board. Improvements in legislation and in the operating standards of State agencies have already been effected in many States.

The 18 jurisdictions which began benefit payments in January 1939 had a distinct advantage over those which began payments a year earlier. These 18 jurisdictions profited by the experience of the States that preceded them; they had more time in which to develop their administrative organizations, and they began benefit payments under substantially improved employment conditions. Benefit payments in the initial months were therefore made more promptly than had been the case a year earlier. At the same time, States which had begun payments prior to January 1939 had by that date overcome many of the serious difficulties which caused earlier delays. In the group of States which had begun payments in the preceding year, the volume of initial claims filed and the number and total amount of benefit payments declined appreciably in 1938–39 except in California, Louisiana, Texas, Virginia, and the District of Columbia. While this decline might be attributed to various factors, it was doubtless due in very large part to improvement in employment opportunities in the latter period and to a consequent decrease in the volume of unemployment.

COVERED EMPLOYMENT AND PAY ROLLS IN 1938

Employment of covered workers in the continental United States, Alaska, and Hawaii averaged approximately 21 million per month during 1938. These figures are based on data reported by employers and represent the number of workers on the last pay roll of each month; they are not a count of the number of different individuals employed. On the average, about 45 percent of covered employment in the United States is concentrated in California, Illinois, New York, Ohio, and Pennsylvania. The monthly data on employment indicate that,

CHART 9.—*Unemployment compensation: Percentage distribution of average monthly covered employment, by States and by industrial divisions, 1938* [1]



[1] See table C–4.

†Figures in parentheses denote the minimum size of firm (number of employees) which brought employees of that firm into covered employment in 1938.

††Change in coverage law from employers of 8 or more to 4 or more, effective Oct. 1, 1938.

in general, the decline of 1937 continued into 1938. Slight rises occurred in March and April, but subsequent declines brought employment to its 1938 low in June. In August and September there were substantial gains followed by a leveling off in the last 3 months of the year. While there is comparatively little information on employment of covered workers in 1937, on the basis of such data as are available it appears that the expanded volume of employment in the latter half of 1938 fell considerably short of the average for 1937. Although the demands upon State unemployment compensation funds decreased during the latter half of 1938, there existed nevertheless a substantial volume of compensable unemployment.

Pay rolls in covered employment for the calendar year 1938 approximated $27.6 billion. Except for Michigan, the pay-roll figures represent wages taxable under State unemployment compensation laws. The Michigan data include wages in excess of the workers' first $3,000 which were not taxable under the State law. New York had a similar exclusion, but the data reported include only taxable wages. In interpreting the data given in appendix table C–3, it should be recognized that the monthly figures are influenced to a considerable extent by the varying numbers of pay periods ending within each month.

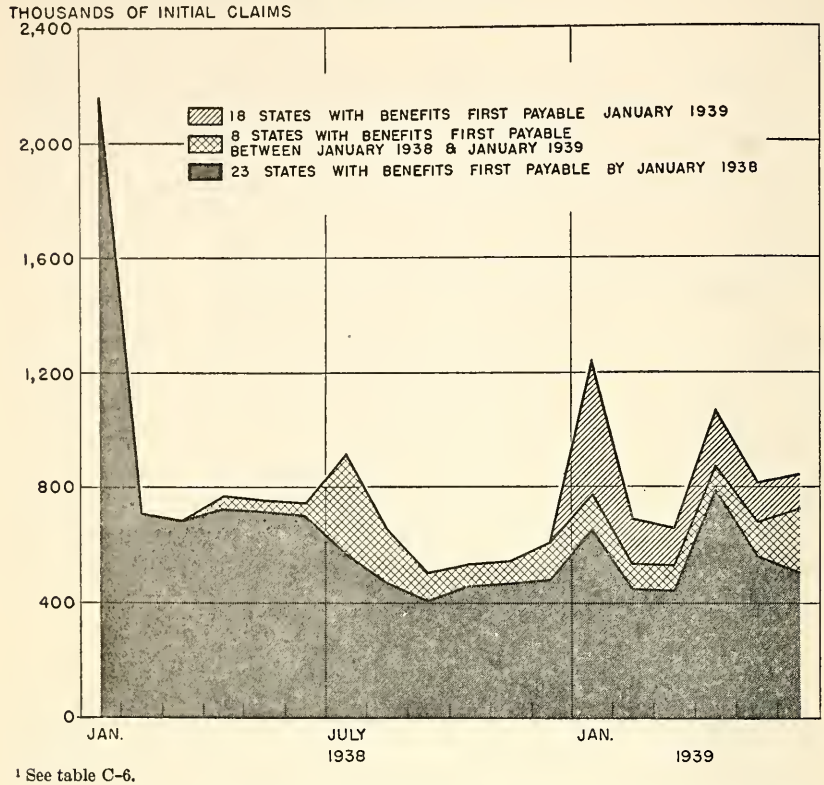
CLAIMS FOR BENEFITS

The fiscal year 1938–39 was the first in which unemployment benefits were paid in a majority of the States throughout the year. Reports from these and other States now make possible a comprehensive view of the operation of the program in terms of the number and disposition of claims, the number and size of benefit payments, the number of recipients, the number of persons who exhausted their benefit rights before finding new jobs, and the relation of total payments to the funds available for benefit purposes.

In the 49 jurisdictions which accepted claims during part or all of the fiscal year, more than 9 million initial claims [8] for benefits were received in 1938–39. From August through December such claims ranged between 500,000 and 650,000 a month. In January 1939, when 18 additional jurisdictions began to pay benefits, a total of 1.2 million initial claims were filed; nearly 700,000 were received in February and also in March, 1.1 million in April, and more than 800,000 in each of the last 2 months of the fiscal year. A considerable part of the increase in initial claims filed in these months resulted from the

[8] An initial claim represents a worker's first notice of the beginning of a period of total or partial unemployment.

CHART 10.—*Unemployment compensation: Number of initial claims filed, January 1938–June 1939* [1]



[1] See table C-6.

beginning of a new benefit year for many workers whose first benefit year began early in 1938. For the 23 jurisdictions which had been accepting claims since January 1938, the total number of initial claims was highest in January 1938, representing, in all States but Wisconsin, largely the accumulation from months preceding payment of benefits. New York, which in June 1939 had 23.5 percent of the estimated total of covered workers in these 23 jurisdictions, received 31.7 percent of the initial claims filed in these areas during the first half of that year. Maine and Utah also had high proportions of the initial claims received in this group of States in relation to their proportions of the total number of covered workers.

Not all initial claims received by the States result in the payment of benefits. Some workers find jobs before their waiting periods have expired; others have had insufficient wages from covered employment to qualify for benefits; some fail to comply with the registration requirements of the employment service; and some may be disquali-

fied on the grounds of misconduct, voluntary leaving, participation in a labor dispute, or refusal to accept suitable work. Nor does the number of initial claims indicate the number of individual workers filing claims within a given period, since a worker with frequently alternating spells of employment and unemployment may file a number of initial claims within a benefit year. The new claims [9] authorized for payment provide a clearer indication of the number of individuals who receive benefits. During January–June 1939 a total of about 2.4 million new claims were authorized for payment in the 49 jurisdictions accepting claims in the period. In 1 jurisdiction new claims represented less than 5 percent of the total estimated number of covered workers as of June 1939; in 17, from 5 to 10 percent; in 21, from 10 to 15 percent; in 3, from 15 to 20 percent; and in 1 jurisdiction, exactly 20 percent. New York, Connecticut, Idaho, Massachusetts, North Carolina, and Texas are excluded from this comparison because their data for this period are incomplete. These figures also exclude for certain States some persons who began to receive benefits in this period but who had had initial claims authorized in a previous period.

During 1938–39, State agencies received a total of 53 million continued claims [10] for benefits. The number of continued claims averaged about 3.8 million a month during the first half of the year and rose from 3.2 million in December to 4.4 million in January, when 18 additional jurisdictions began benefit payments. There was a further rise for each subsequent month to nearly 6.1 million in May and a decline in June to 5.3 million.[11]

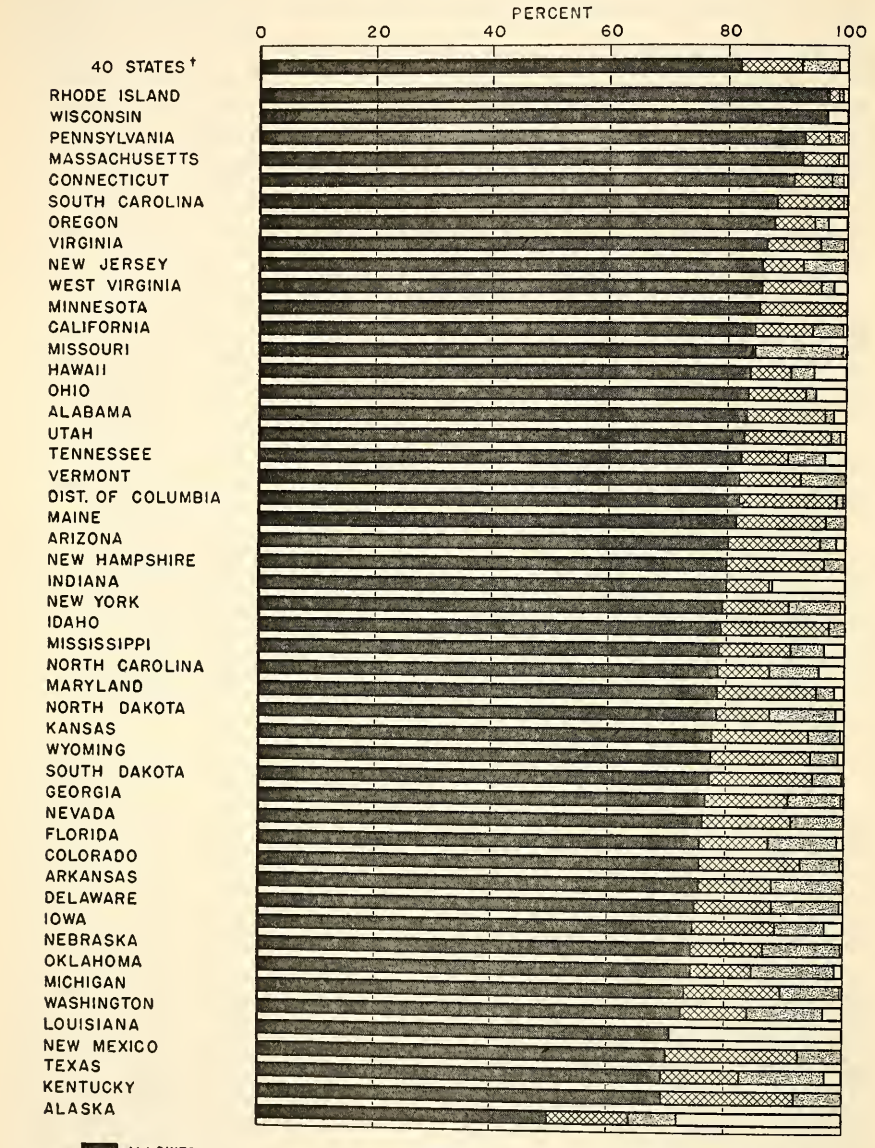
The ratio of the number of benefit claims to the number of covered workers varied greatly among the States, essentially reflecting differences in employment conditions. Shut-downs because of the hurricane and floods, for example, doubtless increased the number of initial claims received in some of the New England States in September 1938. Seasonal lay-offs or employment declines in the shoe and textile industries of Maine, in the leather industry of New Hampshire, and in canning, tobacco, clothing manufacture, quarrying, and construction in Virginia, increased the number of initial claims in these States during October. Stoppage of work in coal mining as a result of failure to sign a new agreement in the Appalachian and related fields was responsible in large part for increases in initial claims received during April in Indiana, Kentucky, Ohio, Pennsylvania, Tennessee, and West Virginia; and a June increase in Michigan

[9] A "new claim" represents (1) an initial claim filed prior to the establishment of the beginning date of the benefit year in States with an individual benefit year, or (2) the first initial claim within the benefit year in States with a uniform benefit year. A new claim thus initiates a determination of a worker's benefit rights.

[10] A continued claim represents a worker's notice of the completion of a week (or weeks) of total, part-total, or partial unemployment.

[11] Excludes New York State except for April–June 1939.

CHART 11.—*Unemployment compensation: Percentage distribution of new claims, by States and by disposition on first determination, January–June 1939* [1]



[1] See table C-9.

†Includes only those States for which complete and comparable data are available.

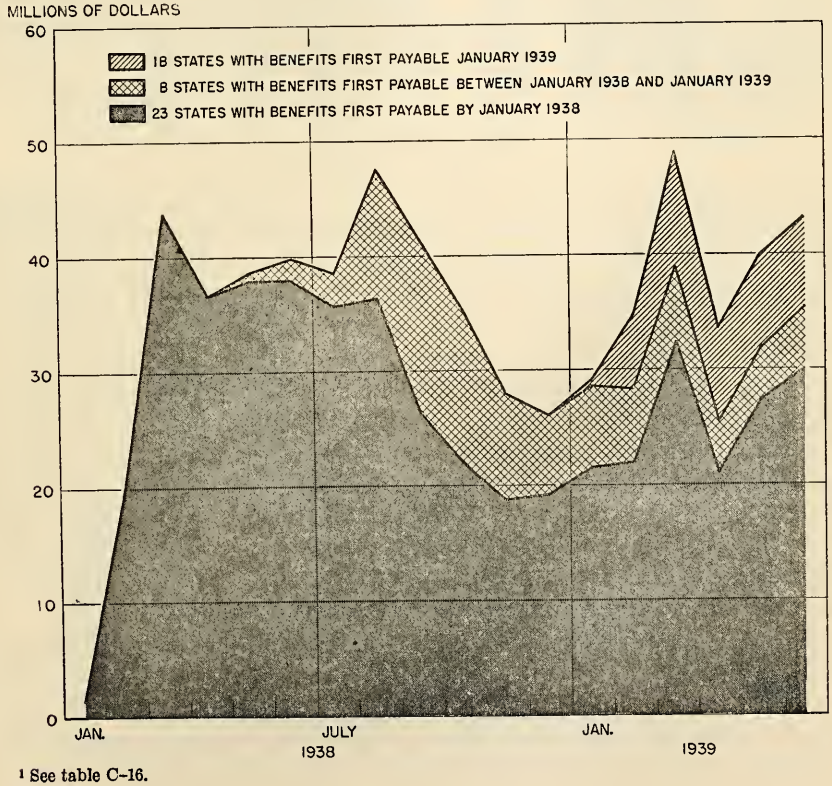
††Includes disallowed cases which cannot be allocated by reason because the provisions of the State law are not comparable.

resulted from curtailment of operations during labor disputes as well as from receipt of claims in anticipation of the new benefit year starting in July.

DECISIONS ON APPEALED CLAIMS

In general, under a contested-claim procedure claimants may discuss with representatives of State unemployment compensation agencies in the local employment offices questions regarding the determination made with respect to their claims for benefits. Many points of dispute are thus reconciled. In addition, the Social Security Act requires as a condition of approval that all State laws provide means for workers to appeal and obtain a fair hearing with respect to the initial decisions of a State agency concerning their claims. These appeal procedures are generally informal in character, in order to permit discussion of disputed points by all persons interested in the decision. Under many State laws, interested employers also may appeal from initial

CHART 12.—*Unemployment compensation: Amount of benefit payments, January 1938–June 1939* [1]



[1] See table C-16.

decisions with respect to the payment of benefits to their workers.

The Social Security Board has analyzed the decisions of first appeals authorities rendered since January 1, 1939, and received by the Board before March 31 in the 49 jurisdictions which paid benefits during the fiscal year. More than 93 percent of such appeals were taken by claimants. The majority of these decisions involved disputes concerning sufficiency of wage credits, rate and duration of benefits, voluntary leaving, or claims and registration procedures. Of the 5,407 decisions on such appeals by claimants, nearly 60 percent were in favor of the claimants, reversing a prior disallowance of the claim or increasing benefit awards. In the cases involving labor disputes which were appealed by workers, however, the appeals authorities decided 78 percent of the appealed cases against the claimants. Most of the appeals by claimants from determinations holding such claimants ineligible because they had left work voluntarily were also decided against the claimants. Of the 328 decisions on appeals filed by employers, 53 percent were decided against the employers. The majority of the decisions on employer appeals were reported by Connecticut, Michigan, and Wisconsin. Interpretation of State differences in the number and preponderance of appeals involving various issues should take into consideration variations in the States' statutory provisions which disqualify workers from benefits.

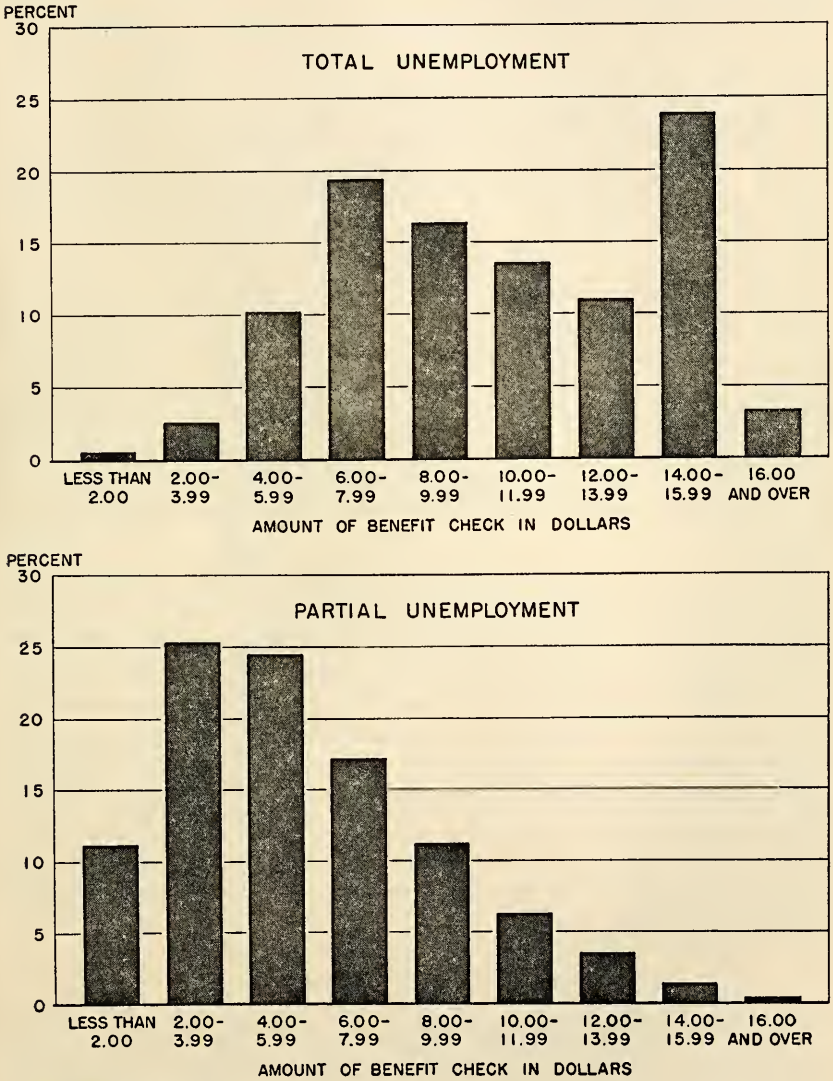
BENEFIT PAYMENTS

The sharp rise in both the number and total amount of unemployment benefits paid in 1938–39 as compared with the preceding fiscal year reflected the increase in the number of States in which the unemployment compensation program had become fully operative. In 1938–39 all but 2 States were represented in the gross total of 42.7 million payments, amounting to $446.1 million. In the preceding year only 25 jurisdictions had participated in the 17.8 million payments, totaling $179.5 million. The 1938–39 figures represent a full fiscal year of benefit-payment operations for 27 States and the District of Columbia, 10 months for Idaho, 7 months for New Mexico and Oklahoma, and 6 months for 16 States, Alaska, and Hawaii. On June 30, 1938, only 1 State, Wisconsin, had had a full year of benefit payments; in 21 States and the District of Columbia benefits were payable for 6 months, and in 2 States, for only 3 months.

For the jurisdictions with comparable data, nearly half the 10 million payments for total unemployment in the last quarter of 1938–39 were for less than $10 a week; in those which paid benefits for partial unemployment, more than half of the 800,000 payments for partial unemployment were for less than $6 a week. The number of

benefit checks written for amounts of less than $4 has induced many States to revise their statutes, setting higher eligibility requirements and flat minimum payments to reduce the administrative costs involved in paying weekly amounts which can have little value for

CHART 13.—*Unemployment compensation: Percentage distribution of number of benefit payments for total and partial unemployment, by amount of benefit check, April–June 1939* [1]



[1] See tables C-19 and C-20.

an unemployed worker and his family. More than 25 percent of the payments for total unemployment in the last quarter of 1938–39 were for $14 or more. Most State laws set $15 as the maximum weekly benefit payment, though 6 jurisdictions paid as much as $16, and of these 6, 3 States paid as much as $18. For 47[12] jurisdictions the average weekly payment for total unemployment was $10.13; in 43 of these jurisdictions the average ranged from $7 to $15 a week, while it was less than $7 in only 4.

For 23 jurisdictions it is possible to compare benefit payments during two 6-month periods, January–June 1938 and 1939. These 22 States and the District of Columbia made 17.5 million payments amounting to $177.3 million in the first 6 months of 1938 and in the same months of 1939 made 14.6 million payments aggregating $154.4 million. The decrease reflects, for the most part, improved employment conditions and also a smaller backlog of compensable claims at the beginning of the second 6-month period.

Beginning with 1939, State agencies have reported the number of individuals who received benefits in the week at the middle of the month. During the week ended June 17, 1939, benefits were paid to 802,209 persons in the 49 jurisdictions where unemployment compensation was payable. This number of beneficiaries represents an increase of more than 4 percent over the number reported for the week ended February 18, 1939, the first period for which data for all 49 jurisdictions are available on the basis of substantially full operation.

During periods of prolonged unemployment, many workers will exhaust their benefit rights by drawing all the compensation to which they are entitled. All States limit the total amount of benefits which a worker may receive in any one benefit year, but if during that year he has sufficient employment he will accumulate credits on the basis of which he may be eligible for further payments as soon as a new benefit year begins. In 21 of the 23 jurisdictions where benefits were payable throughout 1938, the number of claimants who exhausted their benefit rights in any single month of 1939 ranged from 94 in West Virginia in May to 129,886 in New York in February. On the average, in these 21 jurisdictions about 210,000 claimants a month exhausted their wage credits.

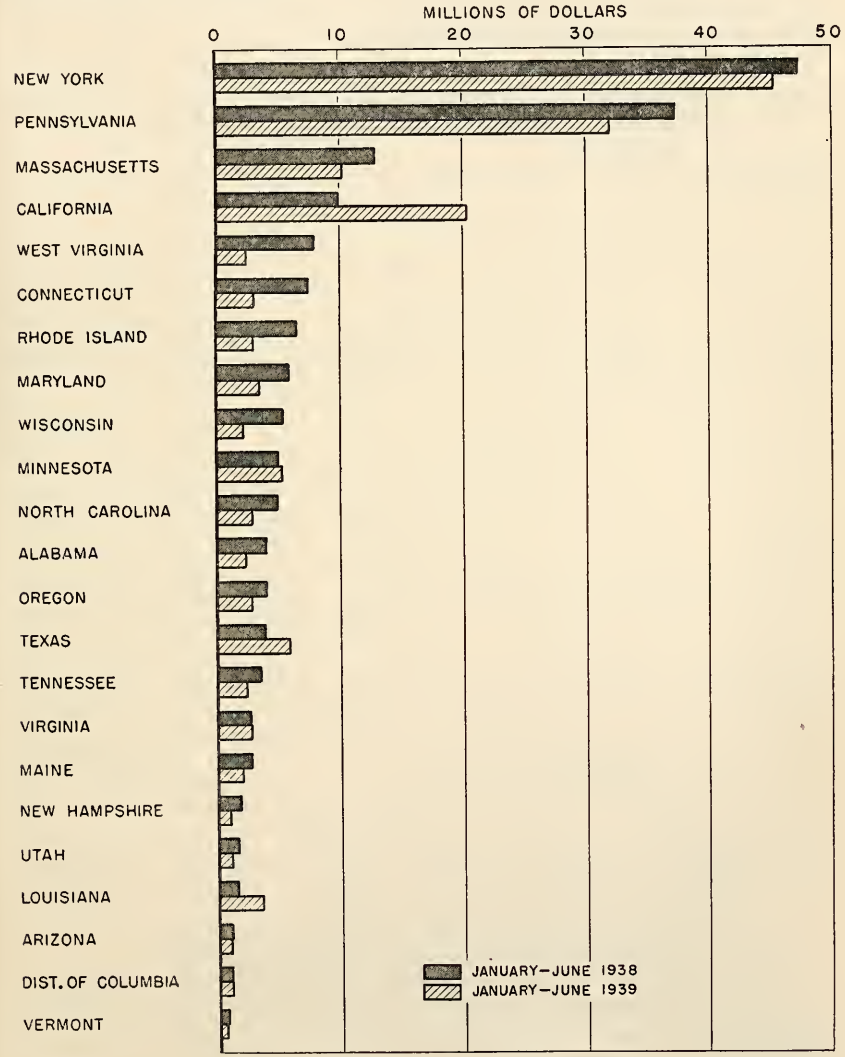
INTERSTATE BENEFIT PAYMENTS

The Third Annual Report of the Social Security Board described the program for benefit payments to workers who have wage credits

[12] Excluding Illinois and Montana, which were not yet paying benefits, and also Texas and New York, for which no comparable data were reported.

in a State other than that in which they become unemployed. The situation of these workers led State agencies to provide registration and other services as agents for other States which were liable for benefit payments to such workers. The liable State determines a worker's eligibility and the amount and duration of his benefits; the agent State merely forwards the worker's initial and continued claims

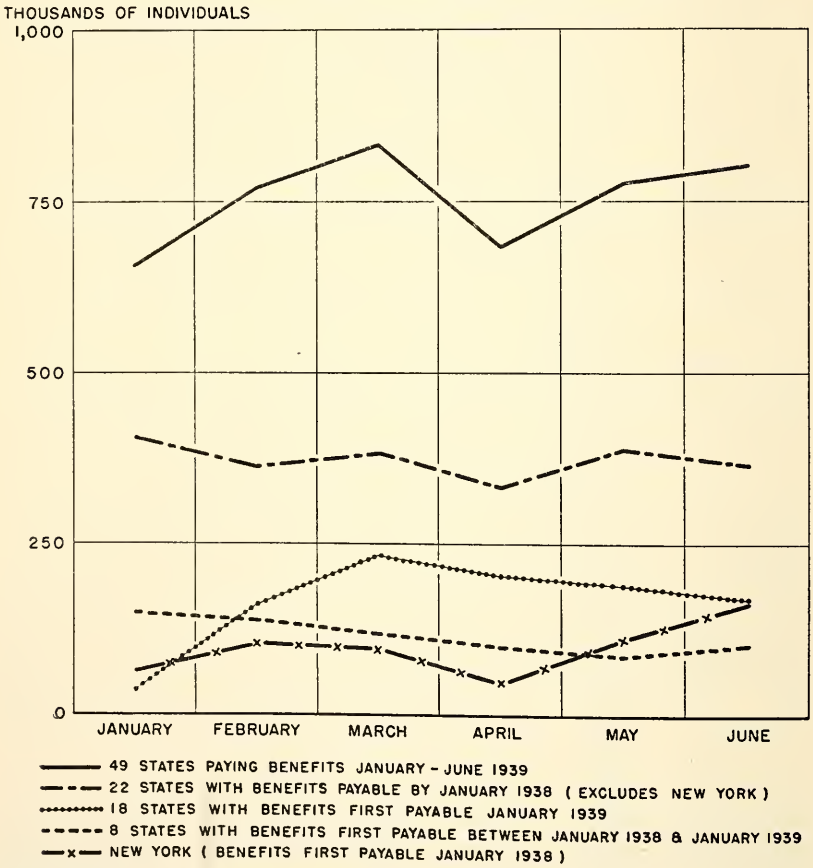
CHART 14.—*Unemployment compensation: Comparison of amount of benefit payments January–June 1938 with amount January–June 1939 in 23 States with benefits payable by January 1938* [1]



[1] See table C–16.

to the liable State and certifies his continued availability for work and willingness to accept a suitable job. At the close of the fiscal year this interstate benefit-payment plan had been adopted and was in full operation in 44 jurisdictions. In addition, Illinois and Montana accepted claims as agent States during this period and, with the beginning of benefit payments in those States on July 1, 1939, were to pay benefits as liable States. Three additional States, Louisiana, Texas, and New Hampshire, were operating in both these capacities but had not formally adopted the interstate benefit plan. The District of Columbia and West Virginia [13] took claims as agent States but did not pay benefits as liable States.

CHART 15.—*Unemployment compensation: Number of individuals receiving benefits during week ended nearest midmonth, January–June 1939* [1]



[1] See table C–12.

[13] West Virginia started accepting interstate claims as a liable State in July 1939.

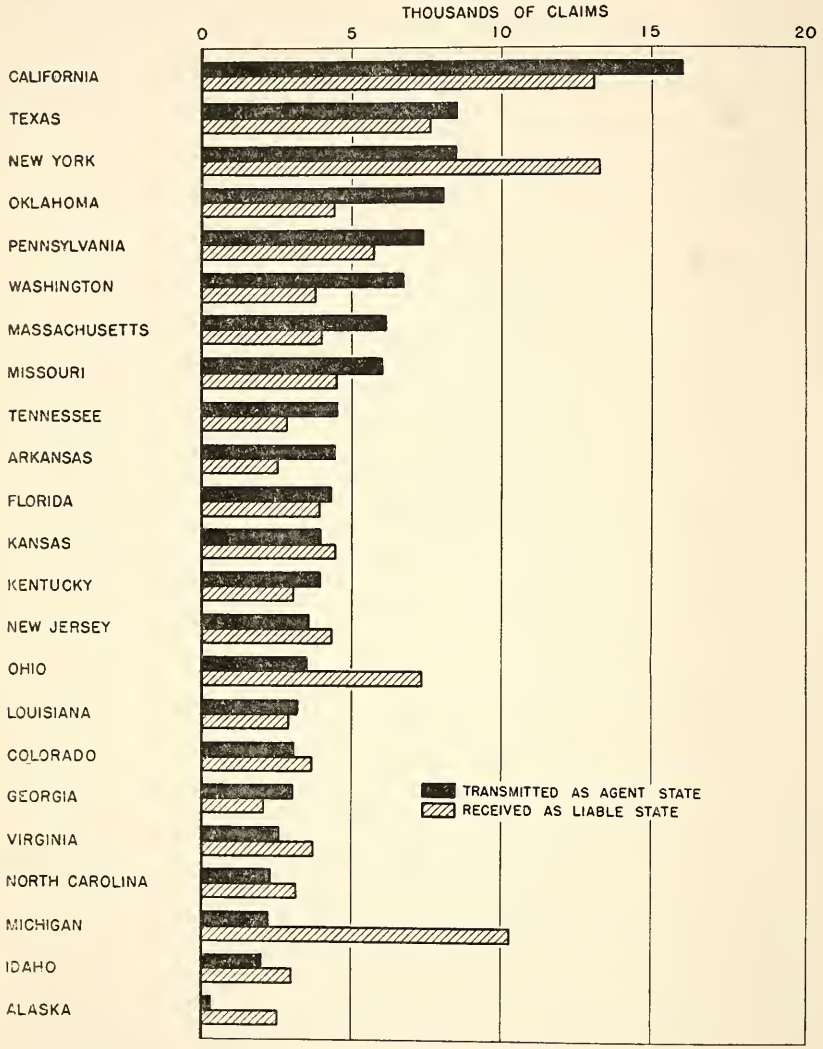
Out-of-State initial claims received during the last half of 1938–39 for all jurisdictions accepting such claims numbered 163,020, or 3.2 percent of all initial claims received in the local offices of these States; 1,079,606 continued claims of out-of-State workers were received in the same period, representing 3.6 percent of all continued claims in these States. In Alaska, as many initial claims were received from other jurisdictions as were filed with its local offices; continued claims received from other States were nearly 70 percent of the continued claims filed in Alaska local offices. Out-of-State claims received by liable States were as much as 10 percent of total initial or continued claims received during the last half of the year in only six other jurisdictions—Arizona, Idaho, Nevada, New Hampshire, New Mexico, and Wyoming. California, Michigan, and New York received, as liable States, 22.4 percent of all out-of-State initial claims and were the only States which received claims from all others. Nearly every State received initial claims from at least half the States. California and New York also ranked high as agent States, transmitting, respectively, 9.8 percent and 5.2 percent of all initial out-of-State claims to other States; with Texas, Oklahoma, Pennsylvania, Washington, Massachusetts, Missouri, Tennessee, Arkansas, Florida, and Kansas, they acted as agent States for more than half the out-of-State initial claims filed. While most out-of-State claims were filed in States contiguous to the liable State, a notable proportion originated from States that were rather remote, indicating in a general way the extent of migration of covered workers and the justification for a plan that takes account of their needs.

Differences in State laws with respect to coverage, eligibility requirements, and other provisions relating to benefits and contributions make it difficult for one State to assume responsibility for benefit payments on behalf of another. Because of these differences in State laws, the interstate-benefit plan has made no provision for combining the wage credits earned in one State with those earned in another to permit workers with insufficient wage credits in any one jurisdiction to qualify on the basis of wages earned in all. As a result, a worker who has been employed in two or more States may be unable to qualify for benefits even though the aggregate of his employment and wages, if all in one State, would meet the requirements of one or more of the States in which he has worked.

RELATION OF BENEFITS TO TOTAL FUNDS AVAILABLE

Tables in the appendix summarize the status of State funds in relation to current and total benefits paid. The Social Security

CHART 16.—*Unemployment compensation: Comparison of interstate initial claims transmitted as agent State and received as liable State, selected States, January–June 1939* [1]



[1] See table C–11.

Bulletin also regularly carries data concerning this and other aspects of the unemployment compensation program.

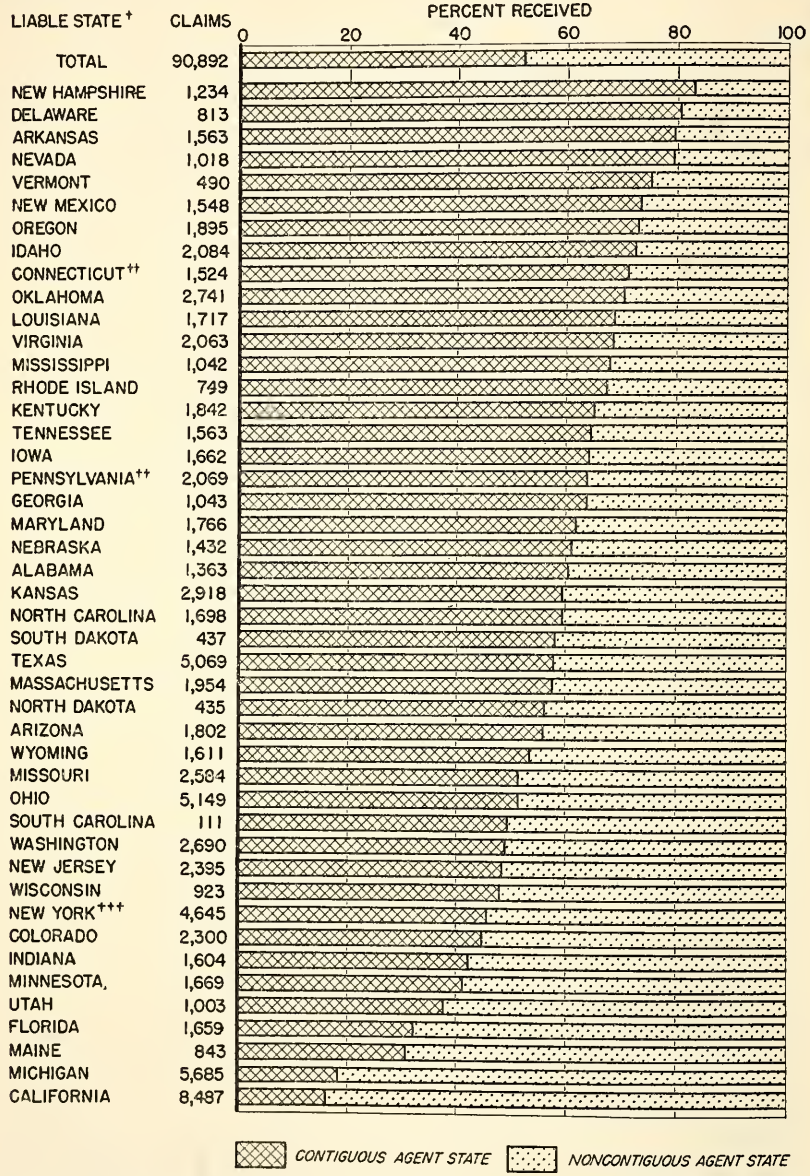
Including amounts held to the credit of State agencies in the unemployment trust fund and amounts in State benefit-payment accounts and clearing accounts, nearly $1.3 billion was available on June 30, 1939, for benefit payments in the 51 jurisdictions. Collections under

State unemployment compensation laws plus interest credited during the fiscal year amounted to $829.8 million, compared with a total of $764.0 million for the previous year. It must be remembered that the rate of State contributions was not uniform for the two periods. The contribution rates in the majority of the States were 0.9 percent of pay rolls for the calendar year 1936, 1.8 percent for 1937, and 2.7 percent for 1938 and thereafter. Then, too, progress has been made in the prompt collection of contributions. Several States have established new procedures for collecting delinquent contributions. By the end of the fiscal year, only 8 States were confronted with serious problems of delinquency. In 37 States and Alaska contributions were collected quarterly, while in 11 States, Hawaii, and the District of Columbia contributions were payable monthly.

For all States which paid benefits during all or part of the fiscal year, total benefits charged amounted to $444.2 million in 1938–39, or nearly 60 percent of collections and interest received by these 49 jurisdictions during the same period. In the previous fiscal year, total benefits charged amounted to 85 percent of collections and interest received during the period by the 25 jurisdictions in which such benefits were payable. Such totals, however, obscure wide differences between States, not only in administrative factors and length of benefit-paying experience but also in the volume of compensable unemployment. Under Federal standards for the allowance of tax credits, States were required to collect contributions for at least 2 years before they began to pay benefits, a requirement which assured a State of a reserve in its unemployment fund against periods of extensive unemployment during which current benefit payments exceeded current additions to the fund. Some States postponed benefit payment until collections had been made for more than 2 years. When contributions were at the rates of 0.9 and 1.8 for 1936 and 1937, the total amounts collected in these 2 initial years tend to approximate annual collections for subsequent years at the 2.7-percent rate.

The relation between benefits paid and current and cumulative collections and interest is most significant when limited to the 23 jurisdictions which paid benefits throughout the period since January 1938. The benefits paid by these 22 States and the District of Columbia as a group during January–June 1939 represented 67 cents for each $1 collected during the same period. During the same 6 months of 1938 they paid nearly 88 cents for each $1 of collections during the period. Total benefits paid accounted for nearly 43 cents per $1 of cumulative collections and interest by June 30, 1939, while, as of the same day of the preceding year, such benefits accounted for only about 27 cents per $1 of cumulative collections and interest.

CHART 17.—*Unemployment compensation: Percentage of out-of-State initial claims received by liable State from contiguous and noncontiguous agent States, January–March 1939*



† Benefits became payable in Illinois and Montana, July 1939. The District of Columbia and West Virginia are not signatories to interstate agreement; hence accept no out-of-State claims as liable State.

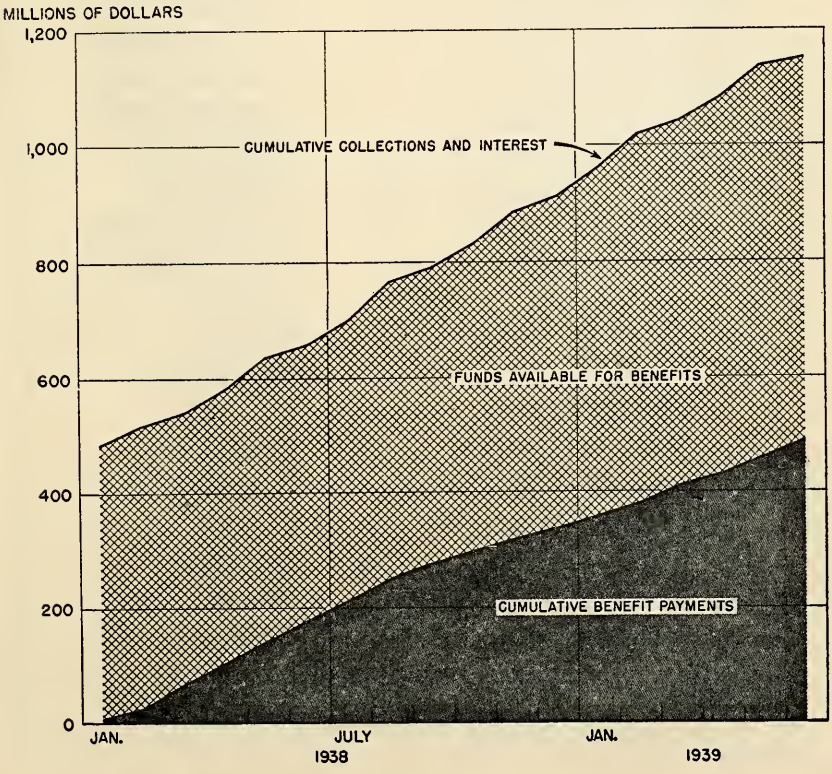
†† Data not reported for January.

††† Data not reported for February.

Although benefits paid during January–June 1938 exceeded current collections in 13 States, in these months of 1939 only Maine expended as much as 95 percent of current collections. Although most of the 23 jurisdictions drew upon the initial accumulation of reserves at some time during their first year of operation, only 6 States had smaller balances on hand at the close of 1938 than they had at the beginning.

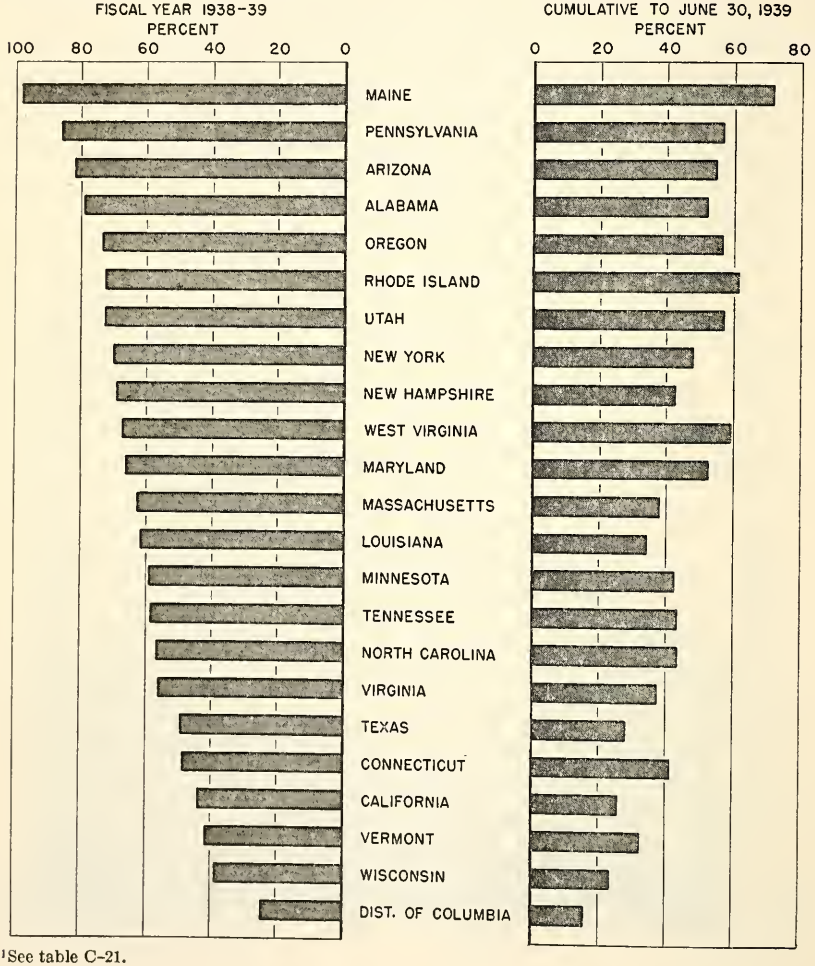
The relationship between contributions and benefits gives rise to many questions of policy, including fundamental questions relating to the financial basis of the unemployment compensation system. If the program is designed to finance benefit payments only through years of relatively minor business recession, benefits might be liberalized in many States or contribution rates decreased. Experience during 1938 indicates, however, that if the funds collected are to carry the system through a complete business cycle and preserve solvency during a serious depression, many States may experience financial difficulties

CHART 18.—*Unemployment compensation: Cumulative contributions and benefit payments in 23 States with benefits payable by January 1938, January 1938–June 1939*



even with their present provisions for benefits and contributions. The industrial structure of the States varies widely; a depression in one industry may give rise to grave unemployment in one or two States while in others unemployment may be relatively insignificant. Further knowledge of current industrial conditions and probable economic trends is needed to provide forecasts of future income and expenditures. It is obviously necessary for States and the Social Security Board to observe these relationships over a period of years

CHART 19.—*Unemployment compensation: Benefits charged as percent of collections and interest in 23 States with benefits payable by January 1938, fiscal year 1938–39 and cumulative to June 30, 1939* [1]



[1] See table C–21.

to determine the amounts needed to finance benefits. It is the opinion of the Board that if funds should be found to exceed the amounts required to finance a State's present benefit provisions during a reasonable period, the first step should be to use that excess to make benefits more adequate in amount and duration.

LEGISLATIVE AND ADMINISTRATIVE DEVELOPMENTS

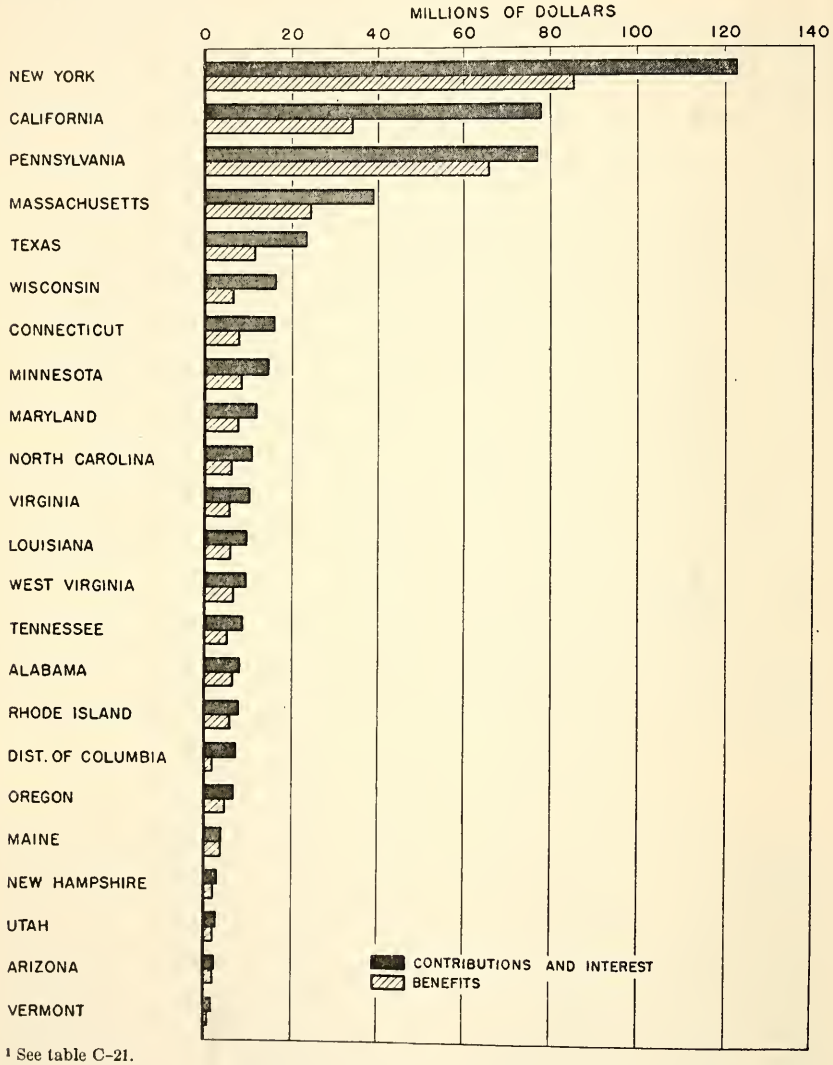
During the past year the efforts of the States and the Board have been directed toward simplifying operations to facilitate more prompt payment of benefits and greater economy of operation and toward making the system more understandable to workers so that they may know when they are eligible and what benefits they will draw. At the same time the attempt has been to maintain a reasonable relation of benefit rights to the normal wage level of workers but with less effort for precise adjustment of the benefit schedules to the individual worker's prior employment and earnings, and to ease, insofar as consistent with the purposes of the program, the reporting responsibilities of employers and the recordkeeping and accounting requirements of the State agency. Proposals for simplification were focused, during the fiscal year 1938–39, on questions directly related to the computation of benefits, since concentration of effort was essential if revisions in State laws were to be considered by State legislatures then in session. In some instances legislative changes were far-reaching, in others minor in scope. In the main, the 44 jurisdictions which amended their laws during the year revised their unemployment compensation provisions in response to benefit-paying experience which indicated a need to simplify and expedite certain aspects of administration. The new legislation reveals little departure from the underlying principles already set forth in unemployment compensation laws of this country; the effort has been to put these principles on a more workable basis.

COVERAGE AND CONTRIBUTIONS

In June 1939, 25 States and Alaska covered employers of 8 or more workers; 1 covered those with 6 or more, and 1 those with 5 or more; 11 covered 4 or more; 2 covered 3 or more; and 8 States, Hawaii, and the District of Columbia covered employers of 1 or more. The coverage of State laws has for the most part remained unchanged. Illinois changed its size-of-firm requirement, which beginning with 1940 will require coverage of employers of 6 or more rather than 8 or more. Eight States (Idaho, Kentucky, Montana, Nevada, New Mexico, Oregon, Utah, and Wyoming) have eliminated from coverage employees of small firms with pay rolls below a designated total amount,

either as an additional test of exclusion under the law or as a substitute for the size-of-firm provision. Approximately one-fourth of the States, through amendments adopted during the year, exclude students, employees of benevolent societies, and persons employed by civic

CHART 20.—*Unemployment compensation: Benefits charged and contributions collected and interest credited in 23 States with benefits payable by January 1938, fiscal year 1938–39* [1]



[1] See table C-21.

organizations. The exception of agricultural labor has been broadened in several States to exclude from coverage borderline types of agricultural employment. Idaho is the only State which extended its coverage to include domestic service in private homes and employment by certain private, nonprofit literary, scientific, and philanthropic organizations.

Contribution provisions have been altered in two States; Massachusetts, which had suspended employee contributions for the past year, has now dropped them altogether, and Minnesota has exempted employers who are not subject to the Federal tax from payment of any State contributions for the year 1940.

TYPE OF FUND

As of June 1939, three States had separate employer-reserve accounts, with provision for a small pool to which are credited all earnings of the fund. The pool was designed to provide for the payment of benefits to workers if the accounts of their former employers were exhausted. Four States maintained a combination of employer-reserve accounts and pooled funds which differs from the other three employer-reserve systems in that a prescribed percentage or fraction of each employer's contribution is credited to the pooled account.

There are 44 jurisdictions under whose laws pooled funds are maintained. Twenty-six of these laws provide for automatic experience rating which will permit, at dates ranging from January 1941 to January 1943, adjustment of employers' contribution rates, usually in accordance with the extent to which an employer's account has been charged for benefit payments to his former workers. Among the remaining 18 jurisdictions, the experience rating provisions are to be determined by the administrative agency in 7, and in 10 the laws provide only for a study of the principle of adjusted contribution rates. Only one State, Pennsylvania, has a pooled fund with no provision for application or study of experience rating. Three States with pooled funds which formerly provided for experience rating to become effective after 3 years of benefit payments have modified their laws to defer the revision of contribution rates until the problem can be studied. Five other States have modified their experience rating plans to provide that employers' contributions each year shall yield amounts calculated to replenish the fund rather than to accumulate a surplus in good years to meet the drain in bad years.

EMPLOYER EXPERIENCE RATING

"Merit-rating" or employer experience rating provisions were incorporated in State unemployment compensation laws on the assumption that differential contribution rates would give employers an incentive to stabilize their employment to an appreciable extent and permit them to offer their workers a greater degree of economic security than previously existed. Present operations of State laws have not yet developed a significant body of information on the validity of this assumption. The Board believes that there should be continuing careful study of the premise that adjustment of the contribution rates of individual employers will operate effectively to stabilize employment and that there should be study, also, of the procedures proposed for various types of experience rating and the probable administrative costs of such procedures. It is believed, likewise, that any consideration of change in contribution rates should be based on recognition of the fact that the standards for benefits incorporated in State laws were definitely conservative because of the lack of available data on which to base estimates of the benefits which could be paid. Before consideration is given to reduction of contributions, an effort may well be made to liberalize benefits so that they will provide adequate payments and to recognize adequately the duration of unemployment among workers covered by State laws.

BENEFIT PROVISIONS

Under the eligibility requirements of many States, unemployment benefits have been paid to some workers who are not ordinarily attached to covered employment and who, therefore, could not qualify for either an amount or duration of benefits sufficient to provide significant payments to them during periods of unemployment. Other provision must be made for such persons, since their work brings them only incidentally within the coverage of State unemployment compensation systems. A large volume of small payments of brief duration increases costs of administration to an extent not warranted by the value to the workers so affected, and also reduces the amounts available for workers whose usual occupation is in covered employment. To remedy such situations and to provide the greatest possible protection to the workers for whom the system is designed, the Social Security Board and many State agencies proposed that strengthened eligibility requirements should be combined with a more effective distribution of funds through more adequate benefit amounts, a shorter waiting period, and a more substantial duration of benefits. In addition to changes in eligibility requirements, proposals relating to

benefits have been concerned with the base period, benefit year, waiting period, weekly benefit amount, duration of benefits, benefits for partial and part-total unemployment, and employers' wage reporting.

The base period (the period during which wage credits are accumulated) and the benefit year (the 52-week period during which benefits determined by earnings during the base period are payable) represent the framework within which an individual's benefits are computed. The base period is designed to provide a representative section of the claimant's previous employment or wage experience in covered employment for purposes of determining eligibility for benefits, weekly benefit amount, and duration. The benefit year measures the period in which benefit rights may be exercised and the bounds within which or with relation to which the waiting period is generally measured. The weekly benefit amount is the amount an individual is entitled to receive for a week of total unemployment. The waiting period, that is, the specified period of uncompensated unemployment before benefits are payable, serves a threefold purpose—to eliminate payments to claimants unemployed for very short periods so that funds may be conserved for benefits to claimants suffering longer unemployment, to permit reasonable opportunity for reemployment, and to provide reasonable opportunity for administrative determination of the claimant's eligibility and the extent of his benefit rights.

During the fiscal year, 44 jurisdictions revised their legislative provisions concerning one or more of the factors which enter into the determination of benefit rights. Many States made significant progress during the year in simplifying both law and procedures, and all State agencies made some effort in this direction. The improvement in the promptness of benefit payments is concrete evidence of the success of these efforts.

Base Period

Determination of the most equitable and administratively expedient period to be used as a base in determining a worker's total benefits has been the subject of considerable study by the Social Security Board, State agencies, and State legislatures. At the end of the fiscal year 1937–38, 43 jurisdictions provided for a base period of 2 years or longer, computed for each worker individually in relation to his first compensable week. At least 33 States, during 1938–39 legislative sessions, have simplified procedures by shortening the base period to a fixed period consisting of the first 4 of the last 5 quarters preceding the benefit year. Twenty-two States adopted a fixed individual 4-quarter base period and 11 a calendar-year or other uniform period. Two States have adopted a fixed 8-quarter

base period. Formerly the base period in these States had been extensible, shifting at the end of every quarter for unemployed workers as new records of earnings became available.

Benefit Year

Ten States have attempted to simplify administrative procedures by establishing a uniform benefit year, i. e., a 12-month period which is the same for all claimants and is not related to the date of the first compensable week of an individual claimant or to the date of his first valid claim.[14] A uniform benefit year is accompanied by a uniform base period. Twenty-five of the thirty-six jurisdictions which amended their statutory definition of the term "benefit year" have adopted an individual benefit year which begins with the week in which a worker files his first valid claim for benefits. In these States the benefit year previously began with the filing of the first compensable claim, with the result that a worker who was reemployed before receiving his first benefit check might, if his next spell of unemployment occurred more than 13 weeks later, prove to have benefit rights entirely different from those previously determined.

Benefit Amount

The relation between an individual's weekly benefit amount and his prior earnings in the base period has been changed by amendments in a number of States. Twenty States and Alaska amended their laws during the year to determine weekly benefits by a percentage or fraction of the worker's earnings in that base-period quarter in which his earnings were highest. In several States, a schedule of weekly benefit amounts gives higher proportions of high-quarter wages to workers in the lower-wage groups. Most States, in addition, have fixed benefits at even amounts, with $1 or 50-cent intervals, in order to simplify operations. As a means both of simplifying procedures and of providing more nearly adequate payments, many States revised their provisions for minimum benefits. Some States have increased the maximum weekly benefit.

The phraseology of former laws which expressed the minimum benefit as $5 or three-fourths of weekly wages, whichever is less, provided in effect no minimum, since three-fourths of average weekly wages amounted in some cases to less than $1. By recent amendments or prior provisions, 1 State has set $10 [15] as a flat minimum weekly benefit; 39 States have minimums ranging from $7.50 to $1.50. Eleven jurisdictions still provide no flat minimum. Four jurisdictions now set the highest payment at $18 a week,[16] 5 at $16,

[14] A valid claim is the first effective claim filed for a waiting-period week.
[15] California, effective December 1, 1939.
[16] In California, $15 until December 1, 1939.

and 42 at $15. Texas, one of the States which pay a maximum of $15 a week, actually fixes a maximum of $30 for a 2-week period, because benefits are paid biweekly rather than weekly.

Earnings Requirements

The earnings requirements for eligibility vary greatly among the States; many jurisdictions amended these provisions during the fiscal year. Twelve States adopted the requirement of a minimum amount of wages within the base period as a condition of eligibility in substitution for prior requirements expressed as a multiple of the weekly benefit to which the individual worker is entitled, and in 17 laws there was an increase in the qualifying amount to a higher multiple of the weekly benefit amount. It has become evident during the year that the payment of very small benefits entails administrative costs and other burdens incidental to their payment wholly disproportionate to the value of the benefits to the recipient. States therefore found it advisable to strengthen eligibility requirements and pay more adequate benefits to persons who were eligible.

Waiting Period

At least half the States which amended the benefit provisions of their laws during the fiscal year 1938–39 shortened to 2 weeks the waiting period required for benefit payments and eliminated requirements for additional waiting-period weeks after intervening employment in the benefit year. The amended laws still show considerable variation in their requirements concerning the number of weeks or months within which the waiting period must be served. There are variations, too, in State definitions of weeks of unemployment for waiting-period purposes, some States including weeks of partial and total unemployment on the same basis, others counting only weeks of total unemployment, and still others counting 2 or 3 weeks of partial unemployment as equivalent to 1 week of total unemployment for waiting-period purposes. The tendency toward a shorter waiting period indicates recognition of the necessity for reducing to a minimum cases in which a worker is obliged to seek relief while he awaits the benefit payments to which he is entitled.

Duration of Benefits

A few States have increased the number of weeks for which benefits may be paid. Under five State laws, benefits may be paid for 18 weeks or more during a benefit year; in one, for as many as 26 weeks.[17] The duration of benefit payments is limited in most States not only by an over-all maximum number of weeks of benefits for total unemployment but also by the provision that maximum total benefits

[17] California, effective December 1, 1939.

for the individual worker shall be a percentage of his wages from covered employment during the base period. There is great variation among the States in the percentage of his wage credits which the individual may receive in benefits in a benefit year. In the majority of States which retain the 2-year base period, benefits are limited to one-sixth of base-period wage credits. In those States which have changed to a 1-year base period, the proportion is in some cases one-sixth; in others it is approximately one-fifth or one-fourth; and in a few cases it is one-third. During the year, eight States amended their laws to provide a uniform duration of benefit payments to all eligible workers while several others, by increasing the earnings requirements for eligibility, have effected a minimum benefit duration equal to 8 or 10 weeks if the claimant remains unemployed.

SEASONAL EMPLOYMENT

By or shortly after the close of the fiscal year, the laws of 27 States contained special provisions concerning seasonal employment and benefit rights of workers engaged in such employment; the laws of 3 other States provided for a study of the problem. Seasonal provisions were added in 4 States, amended in 10 States, and repealed in 4 others during the recent legislative sessions.

Only three States have had any significant period of experience with the actual operation of special procedures for seasonal workers. Several jurisdictions have advanced to the stage of designating certain industries as seasonal and have fixed the seasonal periods for such industries. Other States with special provisions for seasonal workers have delayed such action pending further experience with benefit-paying procedures and the accumulation of data pertaining to seasonal operations and employment as a guide in the determination of seasonal industries and periods. State laws which contain special provisions for seasonal workers vary considerably in the latitude allowed the State agency in determining the eligibility, qualifications, and benefit rights of these workers. The prevailing trend restricts the benefit rights based upon wages earned in seasonal employment to periods of unemployment occurring during the active season of the industry in which such wages were earned.

Many questions concerning seasonal employment cannot be answered satisfactorily at the present time. What industries are to be considered seasonal? Are all workers in those industries to be classified as seasonal workers? What can rightly be termed the extent of the season? Some industries, such as canning and preserving, ordinarily thought of as strictly seasonal, have shown upon investigation to offer some year-round employment although high peaks

of employment are attained during certain months. All seasonal industries, even those with very short seasons, vary in length of operation from year to year because of changes in demand, reaction to the current business cycle, or weather conditions. Individual employer practices influence the length of the season for a particular establishment within an industry. Special treatment for seasonal industries and workers also projects important problems in connection with future administration of State laws which make provision for experience rating.

STATE ADMINISTRATIVE CHANGES

States made marked progress during the year in integrating placement and benefit functions under a single State agency, thus merging the administration of their employment service and their unemployment compensation program. In many jurisdictions substantial progress had been made in consolidating legal, informational, research, statistical, accounting, personnel administration, and training services of the two programs in units which serve jointly the division or department administering the State employment service and that in charge of unemployment compensation. Complete integration of this character has resulted in marked operating economies. The integration of employment service and unemployment compensation activities at the Federal level, discussed subsequently, will greatly facilitate developments in the field of employment security during the coming fiscal year.

The Board has become convinced that efficient administration of these programs requires the use of a soundly conceived system for personnel administration and selection of State personnel on a merit basis,[18] with appropriate provision for training new employees and for in-service training to enable employees to fit themselves for more responsible positions.

By the end of the fiscal year, 16 State unemployment compensation agencies were operating or were soon to operate under State civil-service laws. Twenty-eight States, including three with newly enacted civil-service laws, had merit systems for the selection of personnel established under rules and regulations issued under the State unemployment compensation law. At that time, 42 State agencies had established classification plans in connection with their unemployment compensation personnel, either under the auspices of their civil-service departments or under their unemployment compensation laws. Seven of these plans were installed during the fiscal year.

[18] Beginning with 1940, all States which receive grants for unemployment compensation administration must have provisions for the establishment and maintenance of personnel standards on a merit basis.

During the same period, 22 States requested material on examinations for positions in the unemployment compensation agency. Closely related to the improvement of administration through merit systems is the maintenance of a well-rounded training program for employees. At least 19 States have developed well-organized in-service training courses for their unemployment compensation personnel.

RELATION TO RELIEF

The effect of the unemployment compensation program on expenditures for relief or public-work programs cannot yet be determined. A small beginning has been made in gathering information on this question through data from a group of large cities which report regularly to the Board the number of general relief cases closed because of the receipt of unemployment benefits and the number opened because of the cessation of these benefits. Differences in relief administration, standards, and exchange of information between unemployment compensation and relief authorities make it impossible to draw any general conclusions from these fragmentary data. It should be remembered that the relief rolls include many families in which there is no breadwinner available for employment, and no one, consequently, who could have benefited under an unemployment insurance program. Furthermore, figures such as those referred to below offer, of course, no information concerning the extent to which the provision of unemployment benefits has made it unnecessary for families to seek and receive relief when a breadwinner is unemployed.

Statistics on openings and closings because of unemployment benefits for the fiscal year 1938–39 are available for 7 cities—Buffalo, Detroit,[19] Milwaukee, New York, Philadelphia, Pittsburgh, and Rochester. In these cities, during the 12 months, a total of 48,063 cases were dropped from the general relief rolls because of the receipt of unemployment benefits, and 38,344 cases were added to the relief rolls after unemployment benefits had ceased. The cases closed on receipt of benefits accounted for 11.3 percent of the total closings, and the cases opened because of the cessation of unemployment benefits accounted for 9.4 percent of the total openings. Aggregate figures for the entire period, however, obscure the fact that, in individual cities, closings on receipt of benefits exceeded openings on cessation of benefits only during the months in which a large number

[19] Unemployment benefits were not payable in Michigan until July 1938.

of unemployment compensation claimants were starting new benefit years. Except for the first 3 months in Detroit, the number of cases closed because of unemployment benefits did not represent in any month of the period more than 3 per 100 cases receiving relief. The number of such openings in general represented less than 3 per 100 relief cases each month in all cities except Detroit, where in 3 months there were as many as 7 per 100.

Many States which paid unemployment benefits during the year faced problems concerning the exchange of information between the agencies responsible for relief and work programs and the unemployment compensation agencies, as well as problems concerning the use of relief to supplement unemployment benefits. Initial administrative difficulties frequently delayed benefit payments beyond the prescribed waiting period and accentuated the problem of removing compensable workers and their families from the relief rolls. Methods for the exchange of pertinent information have varied. In some States relief authorities relied upon the applicant to report his eligibility for unemployment benefits. In other States unemployment compensation agencies reported to relief authorities the names of all persons who received or were eligible to receive benefits. Such methods and procedures for closer relationship and planning of the unemployment compensation and relief programs, as well as long-range analysis of the place and purpose of the various programs which relate to questions of employment and unemployment, are subjects of continued study by the Board and by many State agencies.

FUTURE DEVELOPMENTS

Unemployment compensation has met the challenge of those who questioned its feasibility or even its objectives. The program is working throughout the United States and its Territories. Though the present coverage of the program affords some degree of protection to about 28 million workers, it still fails to reach large groups because of exclusions by State laws and the Federal tax provisions. The major exclusions are agricultural and maritime employment, domestic service in private homes, employment in small establishments, and employment by governmental and certain nonprofit organizations, in all of which workers are subject to periods of unemployment through no fault of their own. The Board has frequently expressed its conviction that it is important, from the standpoint both of workers and

of the Nation as a whole, to extend protection against wage loss in unemployment to all persons who face this risk. Administrative procedures used in the present insurance program for collection of contributions and maintenance of wage records can be extended to at least some of the employments now generally excluded. In their application of unemployment compensation to domestic service, for example, the operation of the Idaho law and the more limited law of New York will be watched with interest by other States. In other areas of employment, adaptations of the present type of program or alternative methods may prove more desirable. The British program of unemployment insurance for agriculture is affording results for study and analysis. Proposals have already been advanced for a Federal system of unemployment insurance for maritime workers who fall outside the jurisdiction of State laws. The Board and the State agencies are both concerned with continued study of practical means to achieve broader coverage of workers who are dependent on a wage for their livelihood.

The Board also is of the opinion that serious and continued consideration should be given by the States to the feasibility of liberalizing the unemployment benefits payable under State laws with respect both to weekly amounts of payments—especially to minimum standards—and to the number of weeks for which benefits may be paid to unemployed workers who have a substantial record of previous covered employment. The provisions which now prevail under most State laws express the necessary conservatism of standards set when only tentative estimates were available with respect to the amounts that would be collected and expended under State laws. It must be remembered that one basic purpose of an unemployment insurance system is to build up funds in prosperous periods for use in times when unemployment is widespread. The operation of State laws has not yet been extended over a sufficient period of time to warrant final conclusions on the adequacy of present resources to meet varying circumstances in the swing of business cycles. It is clear, however, that no contribution rate yielding less than 2.7 percent of pay rolls can be considered a safe basis for general operation of the programs of the States. Should the circumstances in any particular State indicate, after continued and varying experience, that the funds available for benefits exceed the amount required to finance the State's existing provisions, the Board believes that the first charge on the excess should be to make benefits more adequate.

Workers already insured by State laws against the wage loss from unemployment when they are able and willing to work have no such

protection when they are unemployed because of disability of non-occupational origin. Within the designated scope of unemployment compensation, State agencies must bar from benefits many workers who are unable to work because of sickness, though their needs may be even greater than those of fellow workers who are unemployed but able to work. Public need may determine that a parallel program insuring workers against wage loss during periods of temporary illness or disability is a protection required by reason of the difficulties of such workers and also the difficulties of unemployment compensation agencies in handling the claims involving questions of ability to work. Allusion is made elsewhere in this report to studies of the Board and joint consideration by several Federal agencies of the part which the Federal Government might play in connection with insurance against disability. The Board believes that protection against the wage losses occasioned by disability is an essential part of a program of social security.

The problems mentioned in the preceding paragraphs all relate to questions which various countries have handled, in one way or another, by use of insurance techniques. In the field of employment security there are other serious risks which may transcend the necessary limitations of social insurance. Among these is the catastrophe of world-wide unemployment, such as that which faced all countries in the early 1930's. Less spectacular, but no less serious in its impact on the persons concerned, is the continuing burden of technological unemployment. While industrial development presupposes continuous change in occupational patterns and in types and relative volumes of employment, progress carries in its wake many changes which submerge workers in an entire trade or wipe out the means of livelihood of a whole area. The integration now effected in Federal and State activities relating to employment service and unemployment compensation affords a greatly broadened opportunity for study of measures applicable to such situations. Among these measures may be mentioned development of employment services to provide for vocational guidance and training of young workers and retraining of workers in new occupations, and for the shifting of individuals from areas abandoned by industry to areas where they will find opportunities for employment. Other questions concern the relationship between unemployment insurance and continuing or emergency programs for public work, and relationships between insurance provisions and public aid provided on an assistance basis.

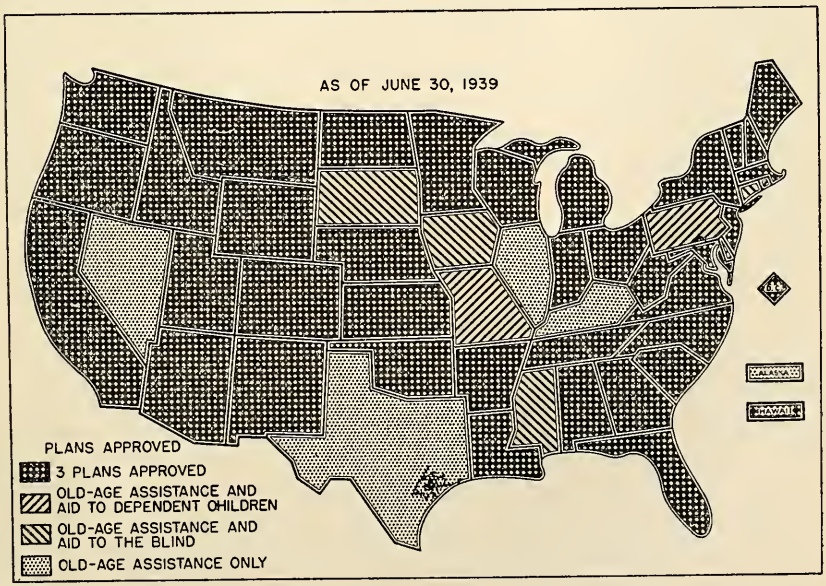
Responsibility for study of factors basic to security in employment is laid upon the Social Security Board; evolving measures to cope with them tests the ingenuity and wisdom of many branches of government. The experience accruing in the specific areas of the present employment security program is building approaches to these broader problems in terms of information concerning industry and employment and of the acquisition of administrative experience by the States and the Federal Government.

· IV ·

PUBLIC ASSISTANCE

DURING the fiscal year 1938–39 there was continued development in the three programs for special types of public assistance administered by the States with the aid of Federal funds granted under the Social Security Act. For June 1939 the States and other jurisdictions cooperating in these programs made payments to 1.8 million recipients of old-age assistance, to 298,000 families on behalf of 718,000 dependent children, and to 44,000 blind persons. In the fiscal year a total of $527 million was paid from Federal, State, and local funds to recipients of aid under the three assistance programs. Before the end of that year all States, the District of Columbia, Alaska, and Hawaii were administering old-age assistance plans approved by the Social Security Board; 42 of these jurisdictions were administering approved plans for aid to dependent children, and the same number, plans for aid to the blind.

CHART 21.—*Public assistance: States with plans approved by the Social Security Board, as of June 30, 1939*



FEDERAL RESPONSIBILITIES

The Social Security Act provides for cooperation of the Federal Government with States which initiate and administer programs for public assistance within the broad framework indicated in the act. The Social Security Board is authorized to make Federal grants, in specified proportion to State or State and local funds, to States whose plans and administration are found by the Board to meet the act's requirements. The operation of each State program is reviewed periodically by the Board to ensure its continuing conformity to the purposes and requirements of the Federal-State program. The Board makes technical advisory services available to the States on request. Administration of the public-assistance provisions of the Social Security Act is primarily the responsibility of the Bureau of Public Assistance, which works in collaboration with the offices charged with special aspects of the program, such as statistical reporting, research, legal counsel, auditing, personnel administration, and public information.

APPROVAL OF STATE PLANS

By June 30, 1939, the 48 States, the District of Columbia, Alaska, and Hawaii were administering public assistance under a total of 135 plans approved by the Social Security Board. During the year the Board approved new plans for all three types of assistance in Virginia, for aid to the blind in Connecticut and Mississippi, and for aid to dependent children in Florida. In addition, revised plans or amendments to many State plans were submitted for the Board's consideration. These modifications of State plans which had previously been approved, as well as all changes in basic legislation affecting the operation or authority of State public-assistance agencies, were reviewed during the year in the light of their conformity with the letter and spirit of the Social Security Act.

In fulfilling its obligations the Board must examine the legal, fiscal, and administrative implications of any change in a State program. Aware of these responsibilities, the States submit proposals for changes in advance, to make possible the uninterrupted operation of a plan under its prior status while the revision is being considered. The changes, when approved by the Board, can then be incorporated in the existing State plan without lapse in the continuity of Federal grants. Since interruption in Federal financial participation is likely to entail serious hardship for needy recipients, grants are withheld by the Board only as a last resort when it is evident that enabling legislation or operation of the program no longer justifies Federal participation.

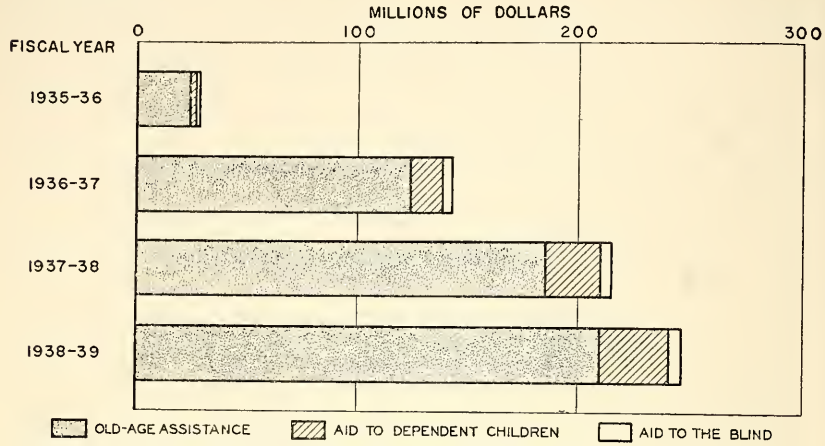
Serious questions of conformity with Federal standards arose within the year in only two instances. In Oklahoma, Federal grants were suspended in the fiscal year 1937–38 and resumed within the same year on a partial basis until July 1939; at that time State administration was improved to the point where it was possible for the Board to authorize full resumption of grants. Shortly after the beginning of the fiscal year, old-age assistance activities in Ohio had become so seriously deficient as to necessitate withholding Federal grants. The practices of the Ohio agency were such that the State's own civil-service regulations were violated, many eligible persons were denied assistance and a fair hearing upon the merits of the agency's decision, payments to some recipients were increased without regard to need, and discrimination was evident in the handling of complaints from recipients and applicants. Further, it was found that the State had furnished the Board with inaccurate reports of money expended by the State, payments made to "suitable persons" for the benefit of aged individuals were not properly recorded, and proper estimates had not been submitted to the Board.

As soon as the investigation was completed the State was advised of the findings, and every effort was made to induce the State to remedy the situation. The proper Ohio officials were notified that a hearing would be scheduled, and at their request the hearing date was set later than originally planned. Since no representative of the State appeared at the hearing, a transcribed copy of the testimony offered was delivered to the State officials to give them an opportunity, of which they did not avail themselves, to rebut the testimony. The Board made its findings of fact relative to nonconformity on September 29, 1938, and discontinued grants of Federal funds. In November the State officials moved to correct the situation, and subsequent investigation by the Board indicated that administration of the program was then in conformity with State and Federal standards. Accordingly, grants were resumed in that month.

FEDERAL GRANTS TO STATES

The amount of the Federal grants for public-assistance payments is dependent upon State action in appropriating the State or State and local funds to be matched. Although some States make payments not matchable with Federal funds, in general Federal funds have represented about one-half of the total obligations incurred from Federal, State, and local funds for payments to the needy aged and the needy blind and about one-fourth of such obligations for aid to dependent children. Advances certified by the Social Security Board to the Secretary of the Treasury for State public-assistance

CHART 22.—*Public assistance: Federal grants for assistance payments and administration to States with plans approved by the Social Security Board, by fiscal years, 1936–39* [1]



[1] See table A–4. Fiscal year 1935–36 included payments for only 5 months.

programs amounted to nearly $243.8 million in the year ended June 30, 1939, as compared with $209.6 million for the preceding year.

Of the total certified for public assistance, $208.1 million, or more than 85 percent, represented grants for old-age assistance; about $30.5 million, nearly 13 percent, grants for aid to dependent children; and $5.2 million, 2 percent, for aid to the blind. Chart 22 indicates the large share which old-age assistance has had in total public-assistance grants for each year in which Federal funds have been available. It is evident that States have utilized the aid of the Federal Government far more extensively for the aged than for the two other special types of assistance.

SERVICES TO STATES

In line with its continuing responsibilities in the field of public assistance and its responsibilities for study and recommendation in this and other aspects of social security, the Board has developed advisory services to provide information and technical assistance to State agencies. These agencies receive, on request, advice concerning special services to recipients, statistical reporting and research, accurate determination of administrative expenses, establishment and maintenance of merit systems for personnel, development of public-information programs, and other matters of importance to the States. The provisions of the Federal act impose only certain basic minimum standards. The advisory services of the Board are designed to assist State agencies not only in meeting the statutory requirements for the present or future years but also in developing,

within the limits of their operating and fiscal abilities, programs which will surpass minimum standards in adequacy and effectiveness.

The services provided by the Board to States in connection with their personnel policies and procedures have always been predicated upon recognition of the fact that, in the last analysis, a State plan cannot comply substantially with the provision requisite for Federal approval unless the agency is staffed by competent and efficient personnel. Without such personnel the most carefully constructed organization and the best-designed procedures will not serve their purpose. In all its dealings with the States the Board has sought to convince State officials of the need to recruit, appoint, and retain the best-qualified persons available for each type of position through a merit system of personnel selection and administration. Sound administration in public assistance, as in the business world, requires, moreover, the development of the fullest capacities of each individual employee through in-service training, compensation commensurate with responsibilities, and promotion in recognition of merit.

In addition to providing aid to States in planning and preparing examination material for the selection of personnel and other services similar to those previously described in the section on unemployment compensation, the Board has given consultative and advisory assistance in programs for staff development. A program for the development of staff competence is related closely to the functions and purposes of the agency and hence takes its subject matter from the day-by-day services of the organization. The subject matter pertains to the organization of the agency and its relation to the Federal program; legal and financial provisions and limitations of the program; and policies and administrative procedures, including establishment of eligibility and administration of relief and services, supervisory functions, and the relationship of State to local units. Various methods are used in an effort to employ as wide a range of resources as can be made available with profit to the particular needs of the agency. Emphasis is placed upon the more effective use of such regular administrative and supervisory devices as staff meetings, individual conferences, and field reports. These are supplemented by such resources as planned group discussions, regional meetings, national and State conferences, and lectures, courses, and institutes developed with the cooperation of educational institutions. In addition to these plans for increasing the competence of workers on the job, efforts are made to broaden the base of knowledge and skill of employees through plans for general and professional education. A periodic evaluation or stock taking by the agency of the value received either directly or

indirectly through these methods is a further step in making staff development an integral and vital part of good administration.

To obtain adequate perspective on the relation of public assistance to other forms of public aid and social insurance, the Board has undertaken the collection and analysis of reports on the operation of State programs of public assistance and, with the collaboration of other agencies, on general relief and Federal programs providing employment or other types of aid. These and other activities relating to planning and research are described in subsequent pages. State reports are summarized each month in the Social Security Bulletin, and preprints are sent to State agencies in order that they may watch the development of their programs in relation to those of other areas. The States also receive aid in the organization and content of their reporting and research projects and in the analysis of current and long-range developments.

One of the most important cooperative projects undertaken during the past fiscal year has been the development, on an experimental basis, of a system for reporting administrative expenses of State and local public-assistance programs. There have been wide differences in State practice in defining items properly chargeable to administrative expense; as a result, comparable data have not been available. The Board has recognized the difficulties encountered by State agencies in budgeting accurately for expenses of administering public assistance without adequate cost data for prior periods and comparable data for other States. Public-assistance agencies in some 30 States participated voluntarily in reporting their expenses in accordance with the uniform classification tentatively defined by the Board. In many of these States the three public-assistance programs are administered by the same State and local agencies, and these agencies in many instances are also responsible for other activities, such as the administration of general relief, child-welfare services, and similar programs. The development of the reporting system, therefore, involved the initial establishment of methods by which administrative expenses could be apportioned among the several programs. Careful measurement of the effort expended on each program was necessary if joint expenses were to be distributed accurately. Many of the cooperating States have conducted time studies for this purpose. The information obtained through this reporting system also furnished the Board with a more accurate basis for making grants to the States for administrative expenses for aid to dependent children. The data derived through this cooperative effort on the part of the States and the Board are already proving of substantial value to State adminis-

trators in the analysis of expenditures for various activities and in estimating future costs.

State agencies have relied upon the Board for advice in the establishment and development of sound programs of public information in order that the nature and functions of public assistance might be adequately explained in the interests both of equitable, efficient administration and of persons who seek aid. Much of the confusion relating to proposals for old-age assistance derives from failure to understand the necessary limitations imposed upon any program for social welfare by financial resources and the need for other types of aid or services. As the public grows more aware of the place of each of the three public-assistance programs in a coordinated system of all State and local welfare activities, it may be hoped that unwarranted demands will tend to subside. In its contacts with State public-assistance agencies, the Board has emphasized its belief that a sound public-relations program is closely related to the staff-development program of the agency. It has stressed the fact that every employee of the agency, in his day-by-day work, carries on activities in the field of public relations, and that general public understanding of the program of the agency depends as much upon the knowledge and capacity for interpretation of every member of the staff as upon the traditional public-informational activities.

OPERATION OF STATE PROGRAMS

By June 30, 1939, less than 3½ years after Federal funds first became available, nearly $625 million had been certified by the Social Security Board toward aid for the three groups of needy persons included under the public-assistance provisions of the Social Security Act. These funds have enabled the States to provide more nearly adequate levels of assistance than would have been possible had there been no Federal participation and also to give aid to a larger proportion of the persons who were eligible under the State law. In addition to alleviating the distress among persons who, by definition, can contribute little or nothing to their own support, the program is making a substantial contribution toward progress in public administration in the United States.

DEVELOPMENT UNDER THE SOCIAL SECURITY ACT

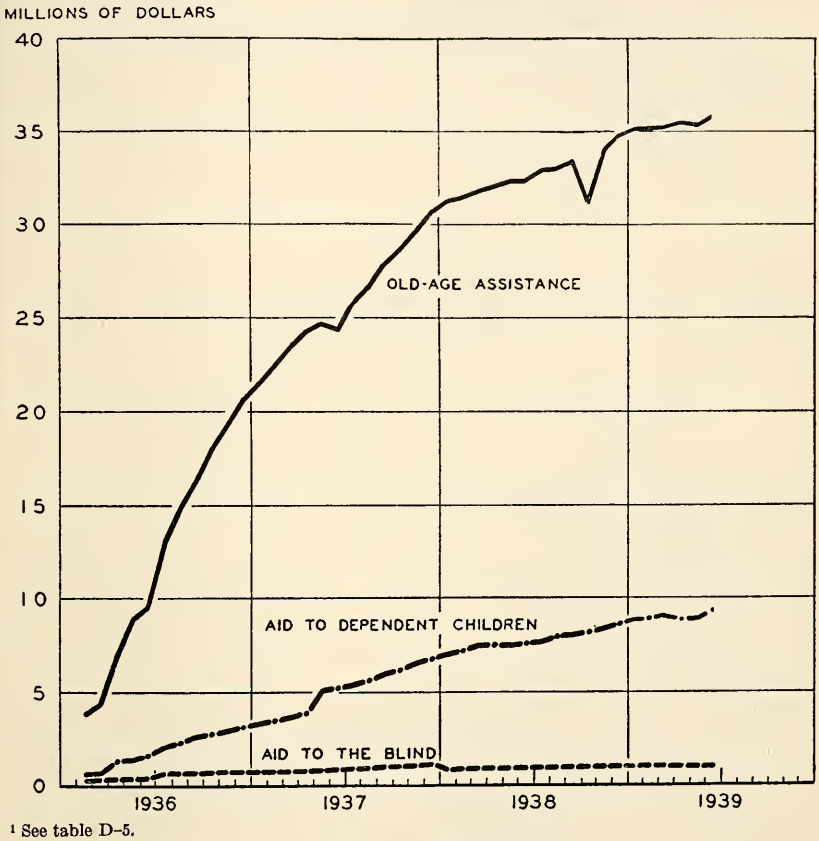
The three public-assistance programs were the first programs under the Social Security Act to get under way, and the subsequent increase in the aid provided for these groups of needy persons has been striking. In August 1935, the month in which the Social Security Act was approved, there were in the continental United States 314,000 recip-

ients of old-age assistance, 33,000 blind persons, and 110,000 families with 275,000 dependent children who received these special types of public assistance under State laws at a total State and local expenditure of less than $10 million. In June 1939, less than 3½ years after Federal funds became available, more than $47 million was provided from Federal, State, and local funds to recipients of these special types of public assistance. This total includes payments both in States with plans approved by the Social Security Board and in States in which programs were administered under State laws without Federal participation. Assistance was provided that month for nearly six times the number of aged persons who were receiving it when the Social Security Act became law; the number of children aided had nearly tripled, and the number of blind recipients had more than doubled. The part which Federal cooperation is playing in this development is indicated by the fact that in June 1939 all recipients of old-age assistance, 95 percent of all families receiving aid for dependent children, and about 65 percent of all persons receiving aid to the blind were being aided in States which were administering Federal funds. In that month aid to dependent children was provided without Federal participation by 8 States and aid to the blind by 5 States. The amount so expended was $1.0 million, or about 2 percent of the month's total for all three types of assistance.

While the development of public assistance can be shown most concretely in terms of the number of persons aided and the amounts of assistance, such figures fail to reflect fully the progress made under the impetus of the Social Security Act. The act's requirement that a State which receives Federal funds must have a plan in operation in all its governmental subdivisions has served to correct many inequities under prior State legislation which made participation optional with the counties. In many other particulars, also, States have strengthened and liberalized preexisting laws to participate in the Federal-State program; with the beginning of 1940, for example, any State which has not already done so must reduce to 65 the age at which a needy person may qualify for old-age assistance if the State is to continue to receive Federal grants. State programs have also been liberalized with respect to residence requirements, expansion of the groups eligible for assistance, and the amount of aid granted, not only for old-age assistance but also for aid to dependent children and aid to the blind. The availability of Federal funds has stimulated more adequate provision in States which previously had programs of these types, as well as the inauguration of programs in States where special assistance had not been given to these groups. These developments also have called public attention to the services, as well as the money,

required to promote the well-being of children, the aged, and the blind. A better coordination is being effected of all measures used within a State for the welfare of needy persons.

CHART 23.—*Public assistance: Amount of obligations incurred for payments to recipients in States with plans approved by the Social Security Board, February 1936–June 1939* [1]

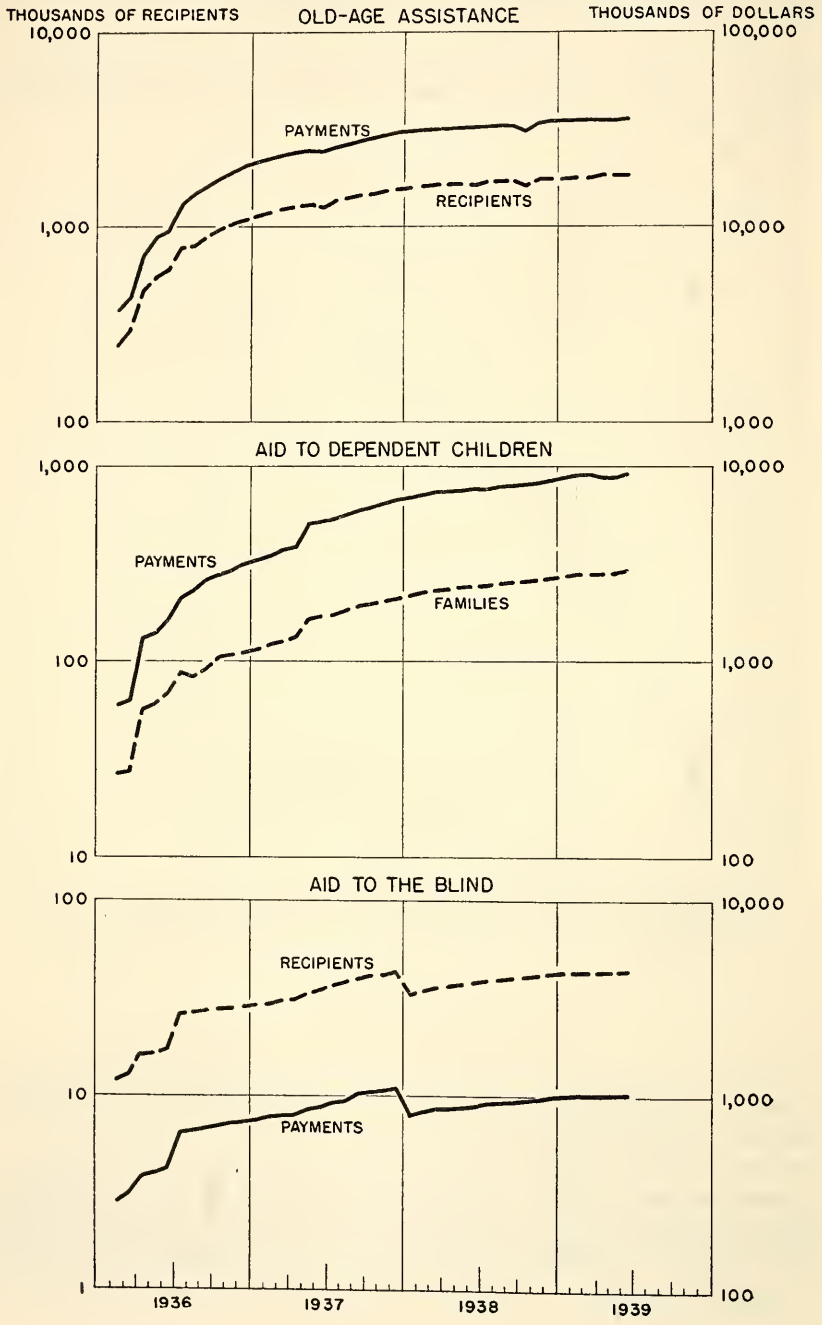


[1] See table D–5.

OLD-AGE ASSISTANCE

Under the terms of the act the Federal Government is authorized to share equally in payments up to a specified maximum to qualified recipients of old-age assistance under approved State plans. A State may make payments for which Federal funds may not be used; for example, payments to persons aged less than 65 or to inmates of public institutions. For such payments only State, or State and local, funds are used. State or local funds also must be used for all amounts

CHART 24.—*Public assistance: Payments and recipients in States with plans approved by the Social Security Board, February 1936–June 1939 (ratio scale)*



by which a monthly payment to an individual exceeds $30.[1] The amount granted by the Social Security Board as the Federal share of assistance is increased by 5 percent to provide funds to be used for administrative costs, assistance payments, or both.

Expenditures under Federal-State plans for old-age assistance increased substantially during the fiscal year. Exclusive of administrative expense, the total obligations incurred from Federal, State, and local funds amounted to $411.5 million, as compared with $360.6 million for the preceding fiscal year. The number of recipients of old-age assistance also increased substantially. In June 1939 there were 1,847,856 recipients in States with plans approved by the Board as compared with 1,659,295 in June 1938, an increase of more than 11 percent. In the 49 jurisdictions making payments in both months, 235 per 1,000 of the estimated population aged 65 or over received old-age assistance in June 1939 as compared with 218 per 1,000 in June 1938. This increase, however, was by no means uniform among the States. In one State there was a substantial decrease and in six others smaller decreases in the number of recipients of old-age assistance; in several, the rolls remained approximately the same.

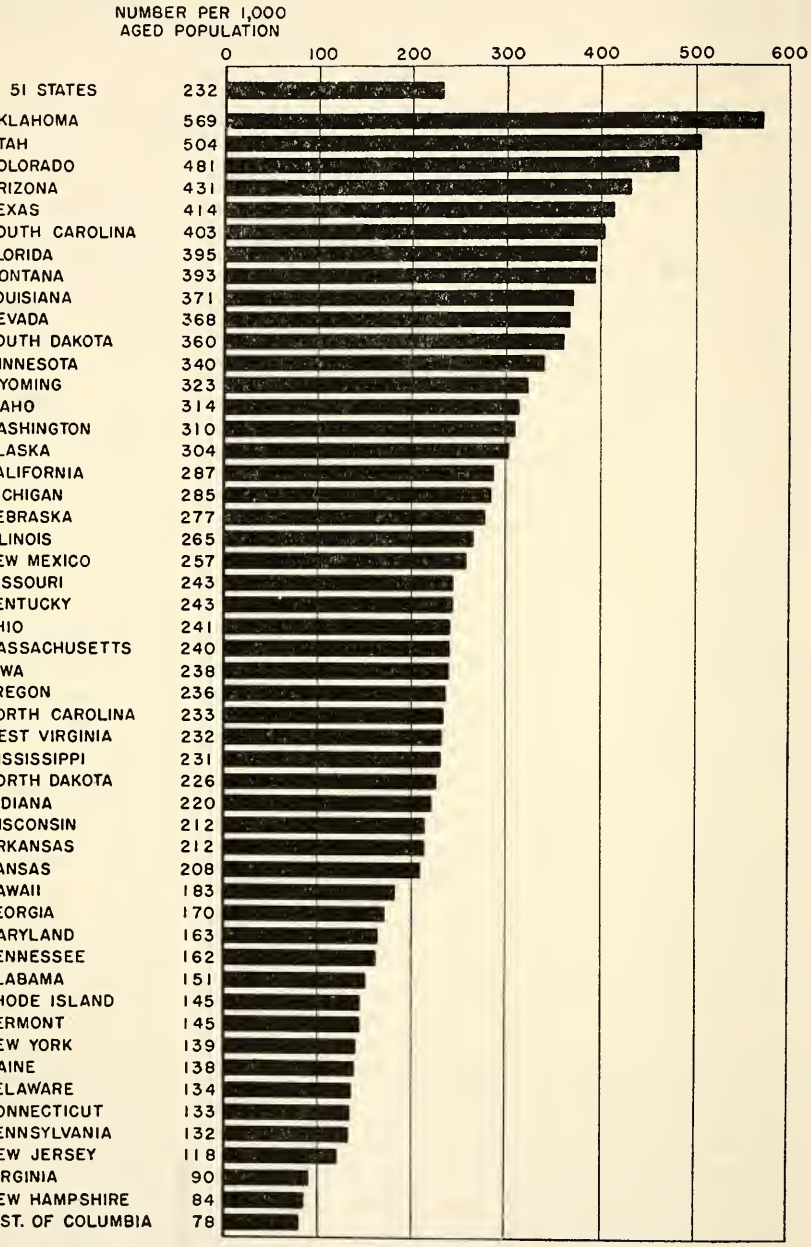
Payments to Recipients

The amount of the payment to a recipient of old-age assistance is determined by each State in accordance with its own State plan. It is frequently made on the basis of a standard budget covering essentials such as food, rent, heat, light, and clothing; in such cases the assistance payment is designed, within the limits of available funds and any limits set by the State law, to meet the difference between the amount of the budget the aged person needs and the amount of any other income he may have. In other States, especially in those where funds for old-age assistance are limited, there is a tendency to make flat payments with deductions for available income.

The average payment per recipient for June was about the same for the 49 jurisdictions which made payments in both 1938 and 1939—$19.48 for June 1938 and $19.77 a year later. The average payment for all jurisdictions administering Federal funds in June 1939 was $19.42; the range was from a low of $6.02 in Arkansas to a high of $32.45 in California, the only State in which the average monthly payment was more than $30. The average was less than $10 in 8 jurisdictions; it fell between $10 and $15 in 8, between $15 and $20 in 15, between $20 and $25 in 12, and between $25 and $30 in 7. Low averages are inevitable in some States because of the limitations on the maximum permitted by State law. In two States, Kentucky and

[1] After 1939, $40.

CHART 25.—*Old-age assistance: Recipients per 1,000 population aged 65 and over in States with plans approved by the Social Security Board, by States, June 1939* [1]



[1] See table D-9.

Mississippi, the maximum assistance payment permitted by State law is $15 a month; in Virginia the maximum is $20 a month; and in South Carolina $240 a year. Delaware and Tennessee have a legal maximum of $25 a month, and in all but exceptional cases Iowa limits the amount of aid and other income to $25 a month.

On the basis of amounts initially approved during the preceding 12 months it is estimated that on June 30, 1938, one-fourth of all monthly payments for old-age assistance were for $12 or less; half were in the range from $12 to $25; and one-fourth were for $25 or more. The amounts of the individual payments ranged from less than $1 to as much as $120. All 50 jurisdictions approved some payments of less than $15, and 43 approved some of $30 or more. Payments of more than $30, which was the largest amount for which Federal funds could be used in the dollar-for-dollar matching ratio, represented more than 7 percent. Payments of these larger amounts, however, were made by only 11 jurisdictions, and 99 percent of the payments of more than $30 were made in 5 States—California, Colorado, Kansas, Massachusetts, and New York. The median monthly payment to all recipients as of June 30, 1938, is estimated to have been $18 a month. The median was $21 for recipients who were living alone and $17 for persons living in household groups. For aged persons living with a husband or wife only, the median was $19; for those living with other relatives, $16; while for those who lived in a household group but not with relatives the median was $20.

The ratio of recipients of old-age assistance in June 1939 to the estimated population aged 65 and over is shown in chart 25. The wide variations among the States in the number of recipients, in their ratio to the aged population, and in the average payment per recipient are the result of many factors. Differences in the number and proportion of the aged receiving assistance may be due to variations among the States in the length of time the programs have been in operation, the provisions with respect to means tests, the legal responsibility of children for the support of parents, or the ratio of aged persons to the population of working age. Average payments are conditioned by many variable factors, such as differences in the cost and standard of living and differences in practice of grant determination. An important factor underlying all State variations, however, is the amount of State and local funds provided for this type of aid.

Characteristics of Accepted Applicants

The State agencies submit annual reports to the Board summarizing the characteristics of persons accepted for assistance. Analyses have been completed of the reports for 1937–38 submitted by 47 States, the District of Columbia, Alaska, and Hawaii. Among the 586,000 recipients added to the old-age assistance rolls during that year, men and women were represented in almost exactly the percentages reported in the 1930 census for the population aged 65 and over. More than half these recipients lived in areas which are rural according to the census definition; about one-fourth lived on farms. The overwhelming majority—more than 97 percent—were citizens, 2.3 percent were aliens, and 0.6 percent had taken out first citizenship papers. While a majority of the States require citizenship as a condition of eligibility, the proportion of aliens in all jurisdictions which do not have such a requirement was small, except in Hawaii. Approximately 16 percent of the recipients of old-age assistance were foreign-born. Among the aged persons accepted during 1937–38, 85.8 percent were white, 13.5 percent were Negro, and less than 1 percent were of other races. In the 1930 census white persons constituted nearly 94 percent and Negroes about 5 percent of the population aged 65 and over. The larger representation of Negroes among persons accepted for old-age assistance in 1937–38 is without question a reflection of a greater prevalence of need among that racial group. It is quite possible that the number of Negroes to whom aid was granted during the year was low in proportion to the number who needed assistance.

Receipt of Other Aid

State reports show that of the 586,000 persons added to the old-age assistance rolls in 1937–38, about 58 percent had neither received institutional care nor benefited from outdoor relief within 2 years of the time of investigation of eligibility; 9 percent had received no aid within 30 days but had benefited from some form of assistance within 2 years; and 30 percent had been aided within the 30 days preceding investigation. The relief status in the 2-year period prior to investigation is unknown for 3 percent who are known to have received no assistance within 30 days of the time of investigation. It is apparent therefore that a substantial portion of the aged persons who are being added to the old-age assistance rolls comprise a group which had never before been dependent on public aid. This fact has far-reaching significance. It should be pointed out, however, that the lack of prior aid does not necessarily imply that the applicant has not been

previously in need, for in some localities and States public and private relief funds have been either inadequate or wholly wanting.

About 24 percent of the aged persons accepted for assistance were in households in which other aid was to be received concurrently. This other aid was another grant of old-age assistance in three-fourths of these cases. Very small numbers were living in households which were also to receive other types of assistance, such as general relief from public funds, earnings under the Federal work program, aid to dependent children, aid to the blind, or private relief. State practices vary with respect to granting old-age assistance to more than one individual in a household, and in certain States joint rather than separate payments are made when old-age assistance is given to related members of the same household.

Of the old-age assistance recipients approved in 1937–38, 72.3 percent had no other income; 12.4 percent received regular contributions from friends and relatives; 7 percent had some earnings; 4.6 percent received net income from real property; 3.1 percent from the sale of farm products; and a negligible proportion from veterans' or employees' pensions, annuities or trust funds, investments, and other sources. Since the median monthly payment to individuals with other income was $15 and to individuals without other income $19, it would appear that the amount of income other than assistance payments was small.

Living Arrangements

The primary objective of the old-age assistance program is to enable aged persons who are in need to live in their own homes rather than in almshouses or to permit them to contribute to their own support when they live in the homes of relatives or others who cannot provide for their complete care. The State reports supply evidence that this objective has been achieved, since 78.5 percent of the recipients accepted in 1937–38 were to live in household groups (73.2 percent with relatives), 20.2 percent alone, and only about 1 percent in institutions. The fact that more than two-fifths of the recipients were to live either alone or with a spouse only indicates a relatively high degree of independence of the old people. The negligible number in institutions is significant in view of the fact that the Social Security Act permits Federal participation in grants to recipients living in private institutions. Probably many of the 5.3 percent who were to live in a household group but not with relatives were boarders, since households with less than 10 lodgers are not classified as institutions in the definitions followed in the State reports. The Board has been deeply concerned that in many parts of the country boarding homes in which these old people live are not subject to supervision by any

State or local agency. Studies of the operation of State programs have disclosed a number of cases in which groups of aged persons have resided in boarding houses where there were serious fire hazards and other deplorable conditions.

To determine the effect of the old-age assistance program on public care of the aged in almshouses and other public homes, statistical data would be required for a period of years, both before and after the inauguration of an old-age assistance program in a State, on the number of almshouse admissions and discharges, together with an analysis of the age distribution and the number requiring institutional care. Unfortunately the available statistical information on almshouse care is fragmentary. In 1937–38 about 6,000 persons accepted for old-age assistance were living in public institutions other than hospitals at the time of investigation; thus the number of persons drawn from almshouses was somewhat less than 6,000. It is not known, of course, to what extent these and other recipients would have been obliged to seek almshouse care had assistance not been available.

Physical Condition and Medical Care

Of the 586,000 recipients whose applications were approved in 1937–38, 83.2 percent were reported as physically able to care for themselves; 14.2 percent required considerable care from others; and 2.6 percent were bedridden. The relatively small percentage of bedridden recipients may be explained in part by the fact that the Social Security Act does not permit Federal participation in payments to persons in public institutions and also that the plans of a number of States do not permit aid to residents of private institutions. There are many bedridden aged persons in such institutions who do not come within the scope of the old-age assistance program. Moreover, among the persons reported as able to care for themselves are many with serious disabilities who need care which they do not receive because there is no one to give it.

Only 21.5 percent of the persons accepted during 1937–38 were reported as receiving medical care or supervision. This percentage is significant when considered in relation to the high incidence of disability and chronic disease among the aged and also to the findings of the Technical Committee on Medical Care that persons in the lower-income classes of the population generally receive less medical care than those in more favorable economic circumstances.[2] Moreover, it is highly probable that many aged persons stated that they were under the care of a physician, other practitioner, or clinic, when

[2] *Health Security; Message From the President of the United States.* 1939. (H. Doc. 120, 76th Cong., 1st sess.) p. 52.

considerable time had elapsed since they had received medical attention.

Among the relatively small group of aged persons who reported some medical attention, 85.4 percent were reported to be under the care of individual physicians, 10.7 percent were receiving clinic care, 1.6 percent were in hospitals, and 2.3 percent were under the care of other types of practitioners such as osteopaths or chiropractors. It is probable that some of the small group in hospitals were receiving temporary medical or surgical treatment, since few States, if any, accept persons for old-age assistance if they require prolonged hospital care. The small number of persons attending clinics may be explained not only by the dearth of clinical facilities in many States, particularly outside the larger cities, but also by the difficulties encountered by aged persons in getting to clinics. Accessibility of services for the individual must be given special consideration if the medical needs of the aged are to be met adequately.

Reasons for Discontinuing Aid

During the year 1937–38, payments to 243,000 recipients of old-age assistance were discontinued. Nearly 53 percent of these cases were closed because of the death of the recipient; in 14 percent the relatives of the aged individual assumed responsibility for his support; in 12 percent the recipients became self-supporting; and the remaining cases were closed for a number of reasons, including the admittance of the recipient to an institution, removal to another locality, or discovery from information obtained later that the individual was ineligible for aid when he was first accepted.

AID TO DEPENDENT CHILDREN

The Social Security Act authorizes Federal grants to the States for aid given to children who have been deprived of support by reason of the death, continued absence, or disability of a parent and who are living in the homes of any one of a number of specified relatives. The Federal grant represents one-third [3] of the total costs incurred under a plan approved by the Social Security Board, not including amounts by which payments exceed $18 for the first child and $12 for each additional child receiving aid in the same home. States may—and many do—make payments exceeding these amounts, but the excess must be paid wholly from State, or State and local, funds without Federal participation.

[3] Beginning with 1940, one-half.

In 40 States, Hawaii, and the District of Columbia, which had approved plans, 718,000 children in 298,000 families were receiving Federal-State aid for June 1939 as compared with 603,000 children in 243,000 families who received aid under 40 approved plans in June 1938. As chart 26 shows, the proportion of children ranged from 4 per 1,000 of the estimated population under 16 years of age in Virginia, where the program has recently been established, to 53 per 1,000 in Arizona. Obligations of $103 million were incurred from Federal, State, and local funds for payments to families during the year in jurisdictions with plans approved by the Board, an increase of 27.3 percent over the amount for the preceding year. For June 1939, payments amounting to $9.3 million were made in 42 jurisdictions with approved plans. In 8 additional States administering programs for aid to dependent children without Federal participation, payments of $348,000 were made to approximately 14,500 families on behalf of 33,500 children. In the 40 States receiving Federal grants in both June 1938 and June 1939, total obligations for the latter month were nearly 20 percent more than in June of the preceding year.

Payments to Families

Average payments per family are only a rough measure of the levels of payments in the various jurisdictions. In June 1939 the range was from $8.14 in Arkansas to $56.96 in Massachusetts; in the 42 jurisdictions with Federal-State programs for aid to dependent children the average was $31.10. In 3 of these States the average was less than $15; in 4, between $15 and $20; in 8, between $20 and $25; in 7, between $25 and $30; in 7, between $30 and $35; in 6, between $35 and $40; and in 7, more than $40. Of the 40 jurisdictions which administered Federal funds in both June 1938 and June 1939, 15 showed an increase in the average payment per family.

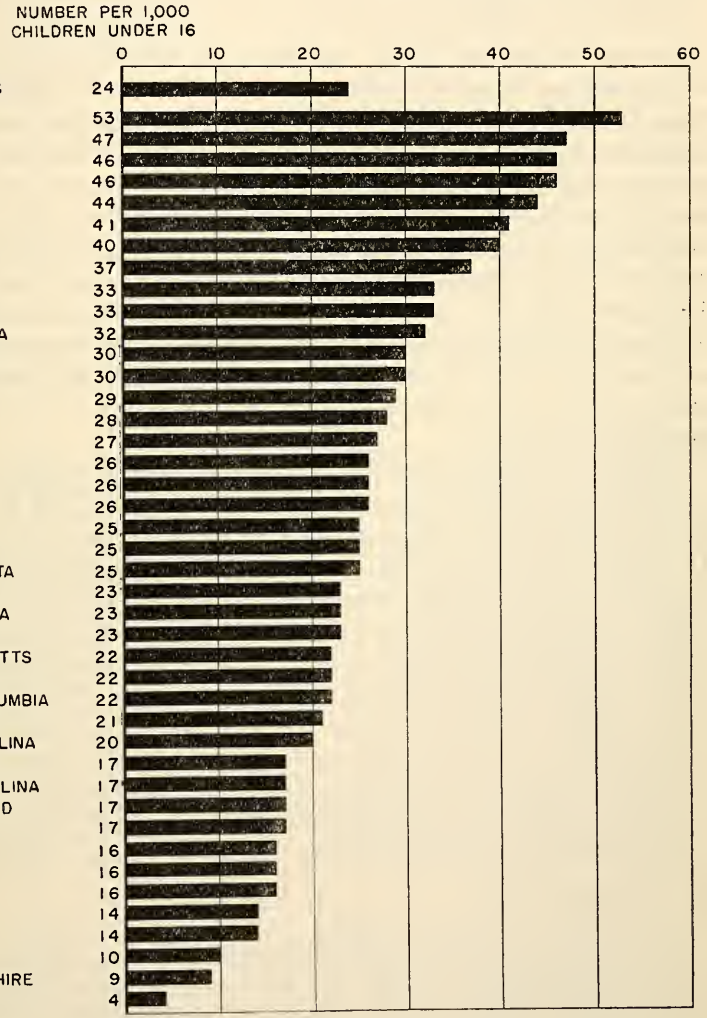
It is estimated that of all families receiving aid on June 30, 1938, in States administering Federal funds, half received $25 or less a month. Monthly payments to individual families ranged from less than $1 to $160. In more than half the reporting States the lowest payment was less than $5 per family; in all but one State the highest payment was $60 or more. The median monthly payment is estimated to have been $18 for families receiving aid for one child; $30 for families with two dependent children; and $35 for families with three dependent children.

Characteristics of Families

Information concerning 118,000 families accepted for assistance during the fiscal year 1937–38 is summarized in reports from the

States to the Board. Aid was approved in this period for 300,000 children ranging from infancy up to 18 years. The number of dependent children in the families accepted averaged 2.5; 32 percent of the families received aid for one child, 27 percent for two children, 18 percent for three, and constantly decreasing proportions for four or more children.

CHART 26.—*Aid to dependent children: Children aided per 1,000 population under age 16 in States with plans approved by the Social Security Board, by States, June 1939* [1]



[1] See table D-9.

Of the dependent children on whose behalf aid was first granted in the fiscal year 1937–38, 85 percent were white and nearly 14 percent Negro. According to the 1930 census, in the jurisdictions administering approved plans for aid to dependent children in 1937–38, 9.7 percent of the children under age 16 were Negro. Only 0.3 percent of the children accepted during the year were of foreign birth, and 94.5 percent of the persons to whom aid was granted on behalf of dependent children were citizens. Nearly one-half the families accepted for assistance during the year lived in rural areas, and nearly one-fourth lived on farms.

Since many States had programs for "mothers' aid" or "widows' pensions" before 1935, it is not surprising that administrative practice in aiding dependent children under the Social Security Act has tended to follow general patterns previously established, under which provision often was made only for children who were living with their mothers and sometimes only for children of widowed mothers. Of the children for whom aid was granted 70 percent lived with the mother only, and in 80 percent of the families the payments were made to the mother. About 20 percent of the children lived with both parents; 3 percent with the father only; and less than 7 percent with other relatives. The proportion living with relatives other than parents is small in view of the provision of the Social Security Act which permits use of Federal funds for dependent children living with any one of a long list of relatives.

Among the families accepted during this year in which the mother was the only parent present, more than 56 percent of the mothers were widowed and 26 percent were deserted, divorced, or separated. In nearly 11 percent of the cases the husband was in a hospital or other institution, and in the remaining 7 percent of these families the mother was unmarried or the father was absent under circumstances other than those mentioned above. The fathers of approximately 98 percent of the children who lived with both parents were incapacitated. Of all children accepted during the year 44 percent had lost one or both parents by death, 25 percent were in need because of the physical or mental incapacity of a parent, and 25 percent because of a parent's continued absence. The remaining 6 percent had been deprived of parental support by reason of more than one of these factors.

Receipt of Other Aid

The State reports for 1937–38 indicate that nearly four-fifths of the families accepted during the year were in households where no public aid other than aid to dependent children was to be received concurrently. Of the remaining 20.6 percent more than one-half were

in households also receiving general relief, nearly one-fifth were in households receiving earnings from Federal work programs, and the remainder were in households benefiting from other types of public or private assistance. Fifty-two percent of all families accepted had received public or private assistance within 30 days of investigation, 33 percent had received no assistance within 2 years of investigation, and 14 percent had received no assistance within 30 days but had benefited from some form of assistance within 2 years. The relief status in the 2-year period prior to investigation is unknown for 1 percent who are known to have received no assistance within 30 days.

Reasons for Discontinuing Aid

Of the 54,000 cases of aid to dependent children closed during the year, 41 percent were closed because relatives became able to support the family, nearly 15 percent because the child reached the maximum age for assistance under the State law, and 11.5 percent were transferred to another form of assistance. The remaining cases were closed because of a change of residence, change of payee, death of the dependent child, admittance of the child to an institution, discovery through information obtained later that the family had not been eligible for assistance when payments were first authorized, or for other reasons.

AID TO THE BLIND

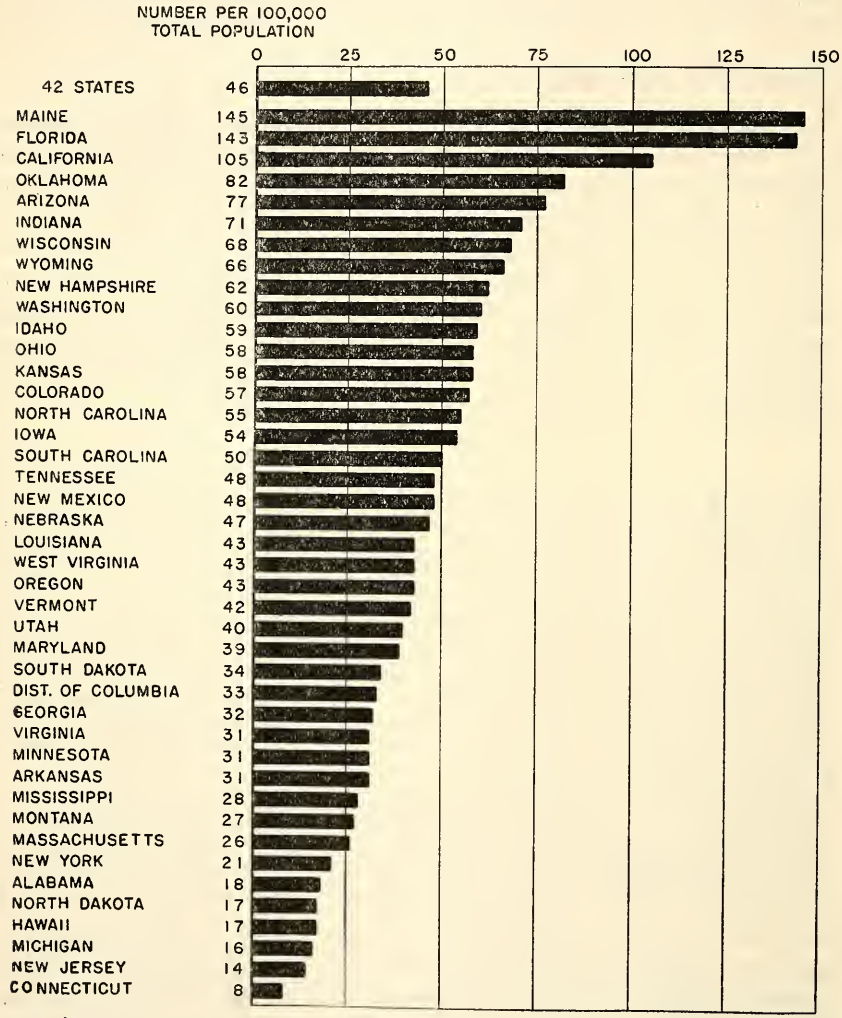
As in old-age assistance, the Social Security Act authorizes the Federal Government to share equally up to a specified maximum in payments made to needy blind persons under State plans approved by the Social Security Board. Federal funds may not be used for persons residing in public institutions or persons receiving old-age assistance, and amounts in excess of $30 a month to an individual are not matched by Federal funds. The Federal Government makes an additional payment of 5 percent of the amount granted to the State for assistance payments to be used for administrative costs, assistance payments, or both.[4]

In June 1939, 40 States, the District of Columbia, and Hawaii were administering Federal-State programs for aid to the blind, an increase of 3 States over the previous year. For the fiscal year 1938–39, total obligations of $11.9 million were incurred from Federal, State, and local funds for payments to blind persons. In June 1939, aid amounting to $1 million was provided for 44,500 blind persons under these approved plans; in 5 other States, administering programs for the

[4] Beginning with 1940, the Federal Government will pay one-half the total cost of assistance and of administering approved State programs, not including amounts by which payments to individuals exceed $40 a month.

blind without the aid of Federal funds, about 23,600 blind persons received payments amounting to nearly $663,000. As compared with the preceding June, there was a rise in June 1939 of 11 percent in the number of blind persons aided and of 12 percent in the amount of payments in the 39 jurisdictions which administered approved plans in both months.

CHART 27.—*Aid to the blind: Recipients per 100,000 total population in States with plans approved by the Social Security Board, by States, June 1939* [1]



[1] See table D–9.

Payments to Recipients

The average payment per recipient in June 1939 was $23.15, approximately the same as in the June preceding. Of the 39 jurisdictions making payments in both months, 22 had a higher average for June 1939. Average payments for June 1939 ranged from $6.53 in Arkansas to $48.03 in California. Only 3 jurisdictions paid an average of less than $10; 10 paid between $10 and $15; 7, between $15 and $20; 13, between $20 and $25; 7, between $25 and $30; and 2 paid an average of more than $30. In the 5 States administering programs for aid to the blind without the assistance of Federal funds, the average payment in June 1939 was $28. In several of these States, however, the program was not State-wide in operation. For recipients of aid to the blind as of June 30, 1938, in States administering Federal funds, the estimated median monthly payment was $20 both for those who were gainfully employed and for the group as a whole.

The number of recipients of aid under Federal-State programs per 100,000 estimated total population ranged in June 1939 from a high of 145 in Maine to a low of 8 in Connecticut (chart 27). The average rate for the 40 States, the District of Columbia, and Hawaii was 46 per 100,000 as compared with an average of 43 per 100,000 total population for the 39 jurisdictions administering approved plans in the same month of the preceding year. Rates based on the total population of the States are an extremely crude measure for determining or comparing the incidence of aid to the blind. Adequate rates cannot be computed, however, until the extent of blindness in the population of the different States is satisfactorily established. Variable factors, other than the number of blind persons, which may account for differences among the States in the incidence of aid to the blind are age limitations prescribed by the States, standards of need applied in determining eligibility in the different States, and amount of State and local funds available.

Characteristics of Accepted Applicants

Reports from States administering approved plans for aid to the blind in the year ended June 1938 indicate the characteristics of the 21,000 recipients who were accepted for this type of assistance during that year.[5] These reports would seem to suggest a close relation between increasing age and blindness among needy persons in that a third of the group were aged 65 years or more, despite the fact that aged blind persons are frequently cared for by means of old-age

[5] Includes all cases accepted in Pennsylvania although the program was in operation under an approved plan for only the first half of the fiscal year.

assistance. The next oldest group, ranging from 45 to 64 years, accounted for the largest proportion of the recipients accepted—nearly 41 percent; the group aged 21–44 comprised not quite one-fourth of the total; and less than 2 percent were under 21. Only 5 States accepted blind persons under age 16, and 14 jurisdictions approved no recipients under the age of 21.

Receipt of Other Aid

Of the recipients initially approved during the fiscal year 1937–38, 76 percent were white persons, a relatively high proportion—23 percent—were Negro, and 1.4 percent were of other races. Only 11 percent of the accepted applicants were foreign-born; of these persons more than two-thirds were citizens or had taken out their first papers. Slightly more than half of the recipients accepted during the year lived in urban districts; about half of those in rural areas lived on farms.

Forty-four percent of the persons accepted for aid to the blind in 1937–38 were receiving public or private assistance within 30 days of investigation; 37 percent received no assistance within 2 years of investigation; 10 percent had received no assistance within 30 days but had benefited from some form of assistance within 2 years. The relief status in the 2-year period prior to investigation is unknown for 9 percent who are known to have received no assistance within 30 days. More than three-fourths of the applicants accepted were in households where no other assistance was to be received simultaneously. Eight percent of the total lived in households receiving general relief, 4 percent in households benefiting from Federal work-program earnings, 2 percent in households where another grant to the blind was received, 8 percent in households receiving aid to dependent children or old-age assistance, and small proportions in households benefiting from some other form of public or private assistance.

Three-fourths of the persons accepted for aid to the blind during the fiscal year 1937–38 had no other income. Of those with income from another source, one-half received regular contributions from relatives or friends, one-fourth earned some income, and the remainder received income from pensions, annuities, rents, the sale of farm products, and the like. Only 6 percent of the persons accepted for aid to the blind in this period were employed at the time their applications were investigated, and of these persons one-half were self-employed.

Reasons for Discontinuing Aid

A total of 7,000 cases of aid to the blind were closed during the fiscal year 1937–38. Of these, 41 percent were closed because of the

death of the recipient; 10 percent, because the recipient became self-supporting for reasons other than restoration of sight; 9 percent, because relatives assumed responsibility for their support; and 5 percent, because vision was wholly or partially restored. The remaining cases were closed because the individual was admitted to an institution or moved out of the district, because information obtained later indicated that the recipient had not been eligible for the original grant, or for other reasons.

RELATIONSHIP OF PUBLIC ASSISTANCE TO TOTAL PUBLIC AID

In successive years since the approval of the Social Security Act, Federal-State public assistance has assumed an increasingly important place with respect to all other forms of public aid. During the fiscal years 1933–34 and 1934–35, when there was no Federal participation in payments to recipients of old-age assistance, aid to dependent children, or aid to the blind, these payments constituted less than 4 percent of all public aid and earnings under Federal work programs in the continental United States. Since February 1936, when Federal funds first became available under the Social Security Act, the amounts disbursed for the special types of assistance have increased steadily.

Prior to 1933, private funds played a substantial part in the assistance of persons in need. Beginning in the first half of that year, the prevailing condition of widespread unemployment and distress entailed far greater expenditures for relief purposes and led the Federal Government to assume a large share of relief costs, through the emergency relief program of the Federal Emergency Relief Administration and through work programs of the Civil Works Administration and the Works Progress Administration. The extent to which relief is now an accepted public responsibility is indicated by figures on public and private assistance in 116 urban areas comprising approximately two-thirds of the urban population of the United States. In the year 1938 in these areas expenditures from public funds comprised 99 percent of the total reported for assistance and for earnings on projects operated by the WPA. Of this total of $1.4 billion, the Federal Government contributed 63 percent in the form of earnings on projects operated by the WPA and participated in the 14 percent which was granted for the three special types of assistance.

Estimates prepared by the Works Progress Administration[6] in collaboration with the Board indicate that in June 1939 there were 6.6 million different households, comprising nearly 19.5 million persons,

[6] Effective July 1, 1939, Work Projects Administration.

receiving assistance from Federal, State, or local funds or from employment under Federal work programs in the continental United States. These numbers are lower than those estimated for any preceding month in the fiscal year and lower than those estimated for June 1938. The estimated number of households was highest in the fiscal year for February and March, with nearly 7.2 million; it exceeded 7 million through the months October to March. The estimated number of persons in households where some form of public aid or earnings under Federal work programs was received exceeded 21 million from August 1938 through March 1939 and was highest in that period in November 1938—nearly 22 million.

From January 1933 through June 1939, total expenditures, exclusive of administrative costs, for public aid and for earnings under Federal work programs in the continental United States amounted to $17.9 billion, of which $6.9 billion was for public aid and $11.0 billion for earnings. For the fiscal year 1938–39 more than $1 billion was expended for aid and $2.7 billion for earnings; expenditures during the preceding fiscal year totaled $2.9 billion—$937 million for aid and nearly $2 billion for earnings.

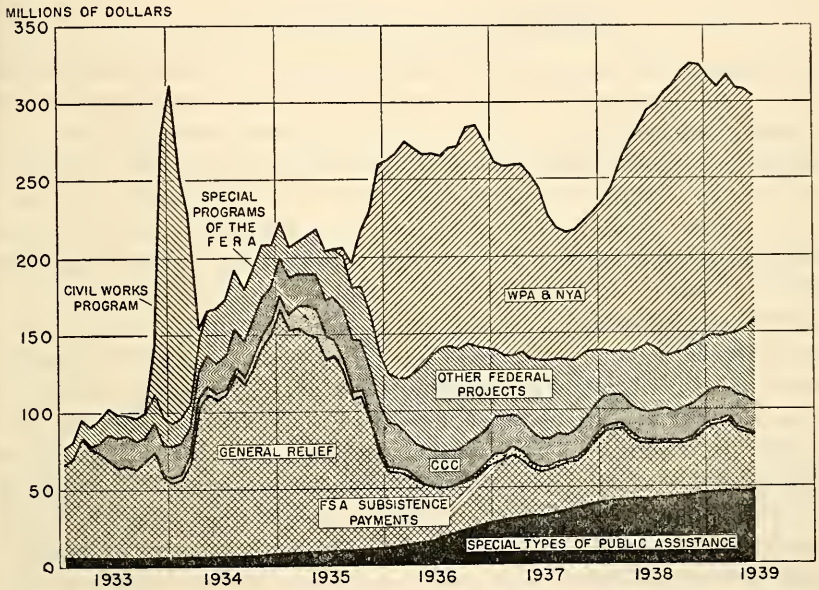
Chart 28 shows the changes, for successive years, in the amounts and types of expenditures from public funds. Since the Federal work programs assumed large proportions in the last months of 1935, they have represented by far the largest part of these public funds. General relief, largely financed from Federal emergency relief funds from 1933 through 1935, constituted 74 percent of the aggregate of expenditures for public aid and for earnings on Federal work programs in the continental United States in the first 6 months of 1933. In the year ended June 1939, general relief—toward which the Federal Government no longer contributes funds—accounted for only 12.6 percent of the total, a somewhat smaller amount than the 14.4 percent represented by payments for aid to the aged, to dependent children, and to the blind. Obligations incurred for aid to these special groups of needy individuals include payments to some persons who were formerly cared for by means of general relief funds or under Federal work programs. The availability of Federal funds has doubtless encouraged the States to provide more widely and more liberally for the groups for whom grants are made under the Social Security Act.

Appendix table D–1 shows the amounts of payments to recipients of public assistance and earnings of persons employed under Federal work programs in the continental United States by 6-month periods beginning with July–December 1935.[7] In the first half of 1939 the total amount spent per inhabitant was $14.44, the highest rate of

[7] For statistical data for earlier years, see *Social Security Bulletin*, Vol. 2, No. 8 (August 1939), pp. 38–44.

expenditure in any half-year period except that immediately preceding, when the rate was $14.61. Expenditures for old-age assistance for the first half of 1939 amounted to $1.64 per inhabitant; for aid to dependent children, 43 cents; and for aid to the blind, 8 cents. Compared with expenditures per inhabitant during the first 6 months of 1933, the amount expended per inhabitant for old-age assistance in the first half of 1939 increased fourteenfold; expenditures per inhabitant for aid to dependent children and aid to the blind, on the other hand, increased only twofold and threefold, respectively.

CHART 28.—*All public aid: Public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933–June 1939* [1]



[1] See table D-1.

Expenditures per inhabitant for all public aid and earnings of persons employed under Federal work programs in the first half of 1939 were more than three times as great as in the first half of 1933, while expenditures for general relief were only about two-thirds as great.

STATE ADMINISTRATIVE AND LEGISLATIVE DEVELOPMENTS

By June 1939 Federal-State public-assistance programs had been in operation for more than 3 years in a large number of States. Many of these States also had had experience in this field of public administration before Federal grants were available. Because of this ex-

perience, State legislative and administrative developments during the past fiscal year have been predominantly in the improvement of existing provisions for administrative organization, personnel, methods of operation, finance, and services to recipients. The legislatures of nearly all the States met in regular or special session during the year, and, in a large number of jurisdictions, the laws relating to public-assistance programs were materially revised. Although most of the States had passed beyond primary concern with new basic legislation and initial organization, many of the laws enacted during the fiscal year provided for major revision or modification of existing State programs or the reorganization of the State and local agencies responsible for the administration of these activities.

ORGANIZATION AND ADMINISTRATION

In general, the tendency noted in previous years toward integration of State and local public-welfare services within one State department of public welfare has continued. By July 1939, 34 States had consolidated the administration of all three approved public-assistance programs in a single State agency, an addition of 3 States in the year. In a number of States, the agency which administers the three programs for public assistance is responsible also for administering general relief and other allied types of public-welfare activities.

Several issues which were of major concern during the year and especially significant because of their direct bearing upon the maintenance of administrative responsibility within its conceded sphere of action, appear to have been satisfactorily resolved at least for the time being. As a leading example, the problem of the authority of the State agency to consider the ability of relatives to support an applicant for aid may be cited. The case of *In re Joanna B. Conant*,[8] in which the Washington Supreme Court denied the agency's right to differentiate between self-sustaining and non-self-sustaining families in the determination of individual need, arose from the legislative withdrawal of the legal foundation upon which the agency might properly require performance of intrafamilial obligations of this character. The Washington Legislature, however, in company with legislatures in other States, reaffirmed the underlying principle of intrafamilial support and thus authorized the agencies to recognize family support as a recourse of the individual.

This issue of family support, in Washington, Missouri, and other States, has been found to be more or less confused with the purely legal issue as to the legitimate scope and limitations of judicial function in the determination of eligibility and need. While the courts so far

[8] 197 Wash. 21, 84 Pac. (2) 273.

have been fairly consistent in giving effect to the legislative plan for a single State agency to supervise the counties in public-assistance matters, the relationship between the single State agency and the courts has continued to be troublesome. There are indications, however, that if no statutory appeal procedures are established, a court will grant a remedy for the denial of assistance only if allegations relating to unreasonable and arbitrary administrative action are properly supported.

A more basic threat, however, to the single State agency principle as laid down in the public-assistance titles of the Social Security Act appeared in several proposals to subject agency decisions to review or redetermination at the hands of other State agencies having administrative, financial, or quasi-judicial powers. Such power was claimed, for example, in relation to the Board of Examiners in Idaho which, if allowed, would have placed claims for public assistance on a par with contractual claims against the State.

A most significant issue and legal opinion are to be found in the case of *State ex rel. Dean* v. *Brandjord*,[9] in which the Montana Supreme Court upheld the agency's discretionary power to work out an equitable basis for distributing an appropriation which applied to a 3-month period but was admittedly inadequate to maintain the case load over this period without some scaling of awards. The case is the more significant, however, in its approach to the Federal-State relationship. The court declared:

> When the whole subject of relief for the aged indigent is taken into consideration, when the history of Federal and State legislation is given proper effect, when the national plan and the subsequently enacted State plans of the different States are understood, it would seem that none of the State plans, including our own, were ever devised to stand or operate without the cooperation of the Federal Government. If this be true, and we think that it is beyond question the outstanding theory of the whole matter, then it is obvious that our law must be construed, not as an independent act, but in conjunction with the Federal act—that is, the two acts must be administered together as a unified code of laws enacted by Congress and the State legislature for the complete and comprehensive control of the subject.

State legislation during the fiscal year was directed toward strengthening the supervisory authority of the State agency in relation to the agencies responsible for the administration of assistance in local communities. In several States, experience has demonstrated that, unless the State agency has the requisite legal authority and an adequate supervisory staff to coordinate local organization and operation of public-assistance activities, the State plans develop as groups of divergent local programs. The additional legal authority granted

[9] 92 Pac. (2) 273.

to State agencies by recent legislation extends, in general, their power to establish and require State-wide standards of assistance, conformity to rules and regulations on detailed methods of administration, and enforcement of standards for personnel engaged in public-assistance programs.

Legislation authorizing or strengthening the authority of the State agency to safeguard the confidential character of records for all three public-assistance programs has been enacted by Alabama, Idaho, Louisiana, Maine, Michigan, Montana, Oklahoma, Oregon, and Tennessee. Delaware enacted similar legislation for aid to dependent children, and North Carolina and Vermont for old-age assistance. Minnesota also enacted a provision designed to authorize the State agency to safeguard the confidential nature of records; another State enactment authorized county welfare boards to publish all expenditures.[10]

Several States during the year adopted legislation pertaining to the personnel systems of State and local public-assistance agencies. Three States and Hawaii enacted civil-service laws, seven strengthened the statutory basis for departmental merit systems, and a number of additional States improved existing departmental merit systems or extended and strengthened personnel standards. On the other hand, one State repealed its civil-service law, others weakened their merit systems through legislation, and a number of States did little or nothing to remedy conditions under which selection of personnel is sometimes made on a basis other than capacity to perform the duties of the position. Although this latter group has established certain minimum standards of education and experience for various positions, the standards in some instances are so low as to be ineffective; furthermore, even in States which have more than nominal standards, political considerations have sometimes governed appointments and tenure and have led to substantial turn-over of staff, with detriment to the programs.[11]

OPERATING STANDARDS AND PRACTICES

Many States modified by law standards of need and assistance, maximum payments to individuals, definition of exempt income and resources, provisions for recoveries and liens with respect to the estates of deceased recipients of aid, or requirements for the responsibility of relatives for the support of needy members of their families.

[10] Effective July 1, 1941, an approved State plan must provide safeguards which restrict the use or disclosure of information concerning applicants and recipients to purposes directly concerned with the administration of public assistance.

[11] Beginning with 1940, all States which receive Federal grants must have provisions for the establishment and maintenance of personnel standards on a merit basis.

In general, the amendments enacted during the fiscal year showed increasing reliance upon the individual determination of need as a condition of eligibility for aid, together with greater liberality in estimating need.[12]

Standards of Need

By specific legislative requirement or administrative practice, all States specify that "need" is a consideration of eligibility for the three special types of public assistance, with varying provisions for exemption of certain types of property in consideration of need. Oklahoma now provides specifically that need is to be a condition of eligibility under all three types of public assistance, and Oregon has made the same requirement for old-age assistance and aid to the blind. In Oregon, aid to dependent children is now determined with respect to the resources and expenditures of the individual child rather than of the family. Provisions requiring the consideration of all resources in the determination of need have been enacted in Missouri for old-age assistance and aid to dependent children; in Nebraska, South Dakota, and Vermont, for old-age assistance; and in Washington, for all three programs. The Nebraska old-age assistance law now provides that assistance shall be determined on a budgetary basis rather than on the former basis of allowing $30 a month minus other income. Under the Nebraska program for aid to the blind, assistance is to be determined with regard to the income, resources, and maintenance available; the requirement that persons whose income exceeds $360 a year may not receive aid has been repealed, and the minimum payment for aid to the blind has been reduced from $15 to $5 a month. A new law in Idaho provides that sources of support, as well as income and resources, shall be taken into account in determining eligibility for old-age assistance and aid to the blind. An amendment to the Wyoming old-age assistance law limits the consideration of resources to the applicant's net income.

Under the Iowa old-age assistance law, income now includes gratuities from any source, although occasional gifts or personal earnings up to $120 a year, rather than $100 a year as formerly, may be exempted in determining need; an amendment to the law for aid to the blind exempts a recipient's earnings up to $30 a month. In Washington, all resources are to be considered and old-age assistance is to be granted on a budgetary basis, but resources are not to include the homes, household goods, personal effects, or foodstuffs produced by the applicant for himself and his family. Effective January 1,

[12] Effective July 1, 1941, States which receive Federal grants must consider any income or other resources in determining the need and consequent eligibility of an individual for public assistance.

1940, Minnesota will raise its property limitation for old-age assistance from $3,500 to $5,000, and household goods, furniture, wearing apparel, and burial lots will be exempt from consideration. Arizona has exempted household furniture in determining resources of aged applicants. Under new provisions for old-age assistance, Texas exempts the resident homestead, $1,000 in personal property of single applicants and $1,500 if married, and $1,000 in life insurance of which the cash or accrual value is not regarded as a resource, together with the financial resources of relatives other than the spouse; possession of more than $360 in cash, however, disqualifies an applicant for old-age assistance.

Responsibility of Relatives

The provision relating to the responsibility of relatives for support of recipients of old-age assistance and aid to the blind has been repealed in Florida. Washington has provided that within the discretion of the State agency the ability of relatives to support an applicant for old-age assistance may be considered a resource. The Iowa old-age assistance law considers that a son or daughter with an income subject to the State income tax is able to contribute to the support of his parent, and Maine has provided that certain relatives shall be liable for the support of needy members of their families and has enacted provision for action against them. Oklahoma no longer disqualifies blind persons under 21 years of age merely because legally liable relatives are able to support the applicant.

Liens, Recoveries, and Property Transfers

Florida has repealed its provisions for recovery of payments and liens on estates of recipients of old-age assistance and aid to the blind. Kansas, Louisiana, and Oregon, on the other hand, have repealed the lien provision of their old-age assistance laws but retain recovery provisions. Recovery is now authorized under the program for aid to the blind in Louisiana but, in the Tennessee program for this type of aid, is restricted to cases of misrepresentation of the amount of property owned and cases in which prospective heirs are morally responsible and able but unwilling to care for the recipient of aid. Washington now provides for recovery from the estates of recipients under each type of aid, although enforcement is discretionary with the State agency, and Minnesota and Nebraska have recently enacted lien provisions for old-age assistance.

Florida and Maine now apply to recipients as well as to applicants the prohibition against transfers of property for the purpose of qualifying for old-age assistance. Maryland increased from 2 to 3 years for

the aged the period prior to application during which no transfers may be made and decreased the period from 5 to 3 years for the blind. On and after January 1, 1940, Minnesota will disqualify recipients of old-age assistance who transfer property in order to defeat the lien provision. In Kansas, transfers made with intent to prevent recovery from estates of old-age assistance recipients are voided.

Maximum Payments

On the whole, maximum public-assistance payments have been increased in most States which materially revised their statutes, particularly for old-age assistance. Connecticut has increased the maximum from $7 to $9 a week. In North Dakota the former maximum of $30 a month minus other income has been repealed by an initiative measure and replaced by a minimum of $40 a month minus income, although insufficiency of State funds has prevented application of the new standard. Oklahoma repealed its statutory provision for maximum old-age assistance payments, but the limitation still remains in the State constitution. For old-age assistance Washington has replaced its former minimum of $30 a month minus income by a maximum of $30 in assistance and resources. Wyoming has made permanent its former temporary provision that old-age assistance payments would be increased if and when the Federal act should be amended to provide for greater Federal participation. Vermont has reduced its maximum payment to the aged from $30 a month to $30 in assistance and income.

Services to Recipients

A few States have expanded the number and extent of services provided for public-assistance recipients. In Colorado, old-age assistance recipients and children receiving aid under the program for aid to dependent children are declared eligible for surgical and medical care for the prevention of blindness or the restoration of sight. Provision is also made in Colorado for paying funeral expenses not exceeding $100 when the estate of a deceased recipient of old-age assistance is insufficient to meet such expenses and responsible relatives are unable to bear the cost. In North Dakota, recipients of old-age assistance have been declared eligible to receive sight-conservation services. In Oregon, medical and surgical care may be granted in addition to the maximum individual payment of $30 a month under the programs for old-age assistance and aid to the blind.

Although public-assistance agencies are constantly confronted with the urgent medical needs of a large number of recipients, there have been only the most limited resources available for meeting those needs. During the past year an increasing recognition of the necessity

for developing State and local plans to provide medical care has been reflected in many legislative proposals and enactments, as well as by administrative action of agencies on the basis of general provisions in the State poor laws. The trend of this new State legislation is to broaden the definition of services which may be provided and to make specific the responsibility for medical care of the indigent. But while these recent provisions may in time remove some of the difficulties, there is little evidence that during the past year States have had sufficient funds to effect any substantial improvement in the scope, adequacy, or quality of general medical services provided to public-assistance recipients.

In a few States programs have been initiated to provide medical services to such persons, and, in addition, some local communities have developed programs for medical care. On the whole, however, even though State and local administrators are well aware of the need for extending the facilities for such care, there has been little progress because of the lack of funds and technical personnel. Attempts have been made to finance part of the costs of necessary medical care by including an item for health care in the individual assistance payment. This method has been of value where the total amount of the grant is adequate to meet the other essential needs and where the health allowance has been determined on the basis of a sound budget. While this plan may be utilized for those health costs which are continuing and predictable, the medical needs of many recipients cannot be met adequately by the inclusion of a regular allowance in the monthly payment; in most instances the cost of care cannot be estimated in advance.

The medical needs of the blind are probably met more adequately than those of other needy groups. In the administration of this program there has been an extension of measures designed to assure a high quality of medical services and to emphasize preventive aspects. In 37 of the 42 jurisdictions administering aid to the blind a supervising ophthalmologist is responsible for the medical aspects of the program. A change in emphasis and scope is also reflected both in legislation and in administrative regulations expanding the responsibilities of the State agency to include rehabilitative services as well as financial aid to blind individuals. These developments were undoubtedly stimulated by the studies of blindness which were carried on in a number of States as well as by the actual experience of the States in meeting the needs of blind persons. Several State agencies have reported applications from blind persons whose vision could have been conserved or restored if agency policy and funds had permitted treatment when the applicant had first applied for

assistance some months earlier. Progressive development in this field requires further extension of professional medical supervision as well as continued study of administrative and statistical reporting methods.

Louisiana no longer denies assistance to persons who refuse to accept treatment for restoration of sight, and Oregon has rendered such denials optional rather than mandatory. The North Carolina law now defines blindness in economic instead of ophthalmic terms, and Colorado and Michigan have authorized the State agencies to prescribe the ophthalmic definition of blindness.

Residence and Citizenship Requirements

A tendency to liberalize requirements for residence, citizenship, and other conditions relating to eligibility for the special types of public assistance may be noted from State legislative action during the year, although in some instances requirements have been made more rigorous.

With respect to residence, West Virginia reduced its requirement for old-age assistance to 1 year, and West Virginia and North Carolina similarly reduced their residence requirements for aid to the blind. North Carolina also reduced its residence requirement for old-age assistance to 2 out of the preceding 5 years (and also, by regulation, considers those eligible who have lived in the State for 5 of the last 9 years). Maryland now considers eligible for aid to dependent children, among others, a child whose "parent"—rather than, as formerly, whose "mother"—has resided in the State for 1 year prior to application. A child born in Oklahoma, whose mother has resided in the State for 1 year prior to application, was made eligible for aid to dependent children; and, by construction, a child whose mother has resided in the State for 1 year preceding birth is also eligible. In Utah, recipients of old-age assistance who change county residence are to remain charges of the county of former residence for 9 months. Kansas raised its residence requirements for old-age assistance and aid to the blind from 1 year to 5 out of the last 9 years, and Michigan did likewise with respect to aid to the blind.

Oregon, South Dakota, Oklahoma, and West Virginia eliminated the citizenship requirement for old-age assistance; Oklahoma, West Virginia, and Colorado did the same with respect to aid to the blind; and Oklahoma did likewise with regard to aid to dependent children. As an alternative to a citizenship requirement for old-age assistance, North Carolina has provided 10 years' residence in the United States plus a declaration of intent to become a citizen, and North Dakota requires 30 years' residence in the United States. From its require-

ment of 25 years' residence in the United States as an alternative to citizenship, Iowa has eliminated the requirement that an applicant for old-age assistance shall have thought himself to be a citizen. Maine and Florida have imposed a citizenship requirement for old-age assistance. Texas has provided that aid to dependent children may be granted only with respect to children who are citizens of the United States. The prevailing trend toward elimination of citizenship as an eligibility requirement indicates that States are recognizing the humanitarian considerations involved in the operation of welfare programs as uniformly as possible in relation to all who live within the same jurisdiction, regardless of civil status.

Age and Other Conditions of Eligibility

Louisiana, Kansas, and Colorado have eliminated the age requirement for aid to the blind. In Michigan, where by regulation a maximum age of 16 years had been established for aid to dependent children, a statutory limitation of 17 years has been established. Oregon, Delaware, Colorado, and Montana will liberalize their programs to include children up to 18 years of age when the Social Security Act permits such Federal matching on behalf of children up to that age.[13] Louisiana enacted legislation for the aged and the blind, and Nebraska, New Hampshire, and West Virginia for the aged, which will make it possible for residents of private institutions to be eligible for assistance. Utah and Michigan no longer disqualify from old-age assistance persons who have committed a felony within a specified time. Michigan no longer disqualifies applicants because of desertion; and Iowa and Michigan no longer disqualify "professional tramps and beggars."

Home of Dependent Child

Oregon deleted a reference in its law to the suitability of the home of a child for whom aid is granted. Pennsylvania expanded its definition of a dependent child to correspond with the definition in the Federal act, so that children living with relatives other than the mother may be eligible.

In actual administration, questionable methods of limiting the rolls for aid to dependent children are used in certain jurisdictions. Assistance sometimes is denied to mothers with one child on the ground that such women may more easily work outside the home, although the State law makes no such distinction. Some States deny assistance to mothers whose prior conduct or standard of housekeeping does not conform to certain preconceived notions on the part of the local com-

[13] Beginning with 1940, when the child is regularly attending school.

munity without giving adequate consideration to the fact that financial assistance, coupled with such other services as might be necessary in the individual situation, might materially improve home conditions and permit the development of normal family life for the children.

ADEQUACY OF STATE RESOURCES

The wide range reported in previous pages in the relative numbers of recipients of public assistance in the various States and in the amounts of assistance payments is a reflection of many factors but, among them, primarily of the funds available in the State for these and other public purposes and of State policy in the use of such funds. Although Federal grants have increased substantially the total amount available for needy persons, it seems clear that in many States appropriations for the special types of public assistance are inadequate to provide for all applicants eligible under the State law or to provide a level of assistance which will effect the purposes of both the State and Federal legislation.

On June 30, 1939, there was an average for all States of about 13 pending applications for old-age assistance per 100 recipients. The number ranged from 0.9 per 100 recipients in Utah to 204.2 per 100 in Georgia. For the 42 jurisdictions with approved plans for aid to dependent children, applications pending on that date averaged 22 per 100 families receiving this type of assistance, and in 9 jurisdictions the number of pending applications was one-third or more of the number of families on the rolls. In the 42 jurisdictions with approved plans for aid to the blind, applications for assistance pending on June 30, 1939, averaged 12.5 per 100 recipients, with a range from 0.5 per 100 in Massachusetts to 110 per 100 in Georgia.

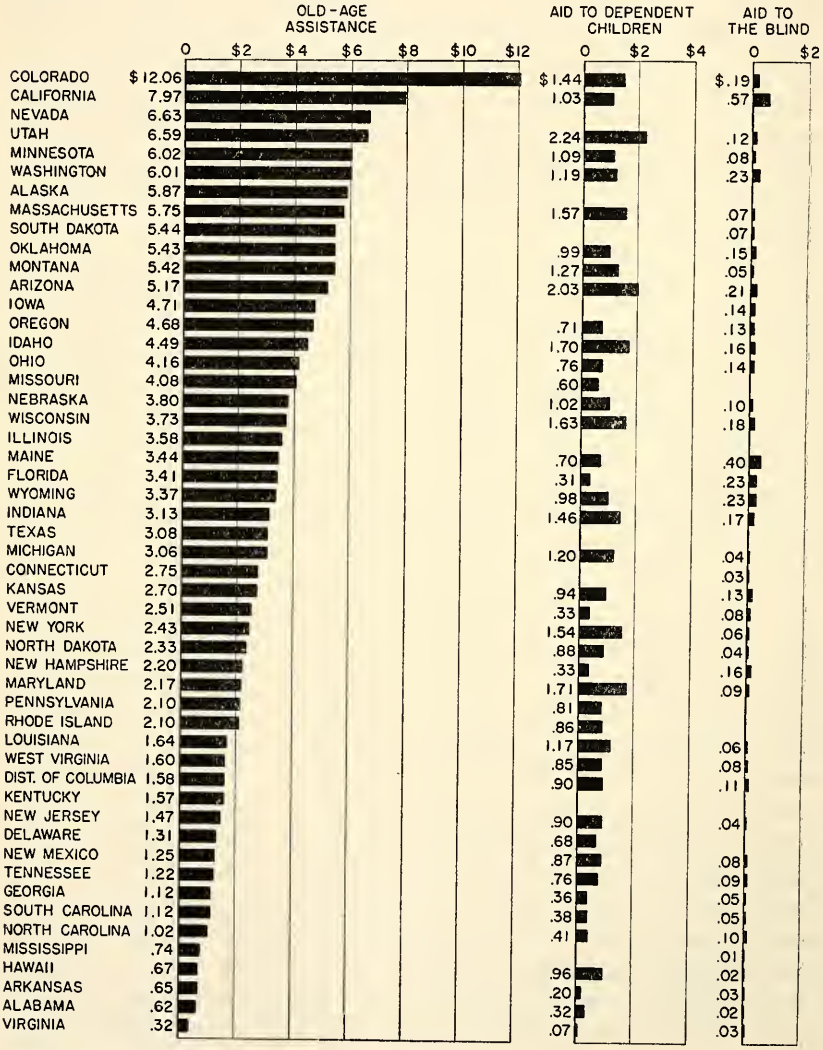
Although it cannot be assumed that all applicants are entitled to aid under the State law, the waiting lists undoubtedly include many persons who are in acute need and unable to obtain help from other sources, especially in view of the inadequate resources for general relief in many areas. In most States with the longest waiting lists, average payments are low. Unless additional funds are provided, additional recipients can be placed on the rolls in these States only through a lowering of the present inadequate level of grants and an even thinner spreading of the available funds. The Board has urged officials in States with large numbers of pending applications and in those with low payments to reexamine the basis for financing the State public-assistance program to determine whether other sources of revenue might be made available. It seems clear, however, that some States may not have the economic capacity to undertake a sound

program of assistance on the present bases of Federal matching and at the same time maintain other essential governmental functions.

Allocation of Available Funds

In some States interest in old-age assistance has resulted in a disproportionate division of the available State and local funds

CHART 29.—*Public assistance: Amount per inhabitant for payments to recipients in States with plans approved by the Social Security Board, fiscal year ended June 30, 1939* [1]



[1] See tables D-6, D-7, and D-8.

among the various welfare activities, notably with respect to general relief for needy persons. Among the special types of public assistance there have been marked differences in the rate of development of the programs for old-age assistance and aid to dependent children. While all payments for old-age assistance in the United States in June 1939 represented an increase of more than 500 percent over the amount paid for August 1935, when the Social Security Act became law, the increase in total payments for aid to dependent children in the United States was only 175 percent. In the fiscal year 1938–39 expenditures for old-age assistance ranged from 32 cents per inhabitant in Virginia, where the program is in an early stage of development, to $12.06 in Colorado. In States administering Federal funds under the Social Security Act, expenditures per inhabitant for aid to dependent children ranged in 1938–39 from 7 cents in Virginia, where this program also was recently established, to $2.24 in Utah; expenditures for aid to the blind, from 1 cent in Mississippi to 57 cents in California (chart 29). In States which administered Federal funds for these purposes throughout the fiscal year 1938–39 the lowest expenditures per inhabitant for the three special types of public assistance were: for old-age assistance, 62 cents per inhabitant in Alabama; for aid to dependent children, 20 cents per inhabitant in Arkansas; and for aid to the blind, 2 cents per inhabitant in Alabama.

Appropriate development of the program for aid to dependent children has been retarded by the relative inadequacy of State and local appropriations for this purpose and by the fact that the proportionate Federal participation has been only one-third in this program and is fixed, with respect to individual payments, at relatively low maximum limits. Moreover, as a whole, in the programs for aid to dependent children a larger proportion of the non-Federal share of the cost has been placed upon local tax sources than is the case in old-age assistance. Because only a few States have developed effective systems of equalizing costs among the local subdivisions, reliance upon local revenues may further restrict the funds available.

Special Needs of Dependent Children

The inadequacy of financial provision for dependent children in many States has not been confined to low levels of assistance payments or inability to grant aid to large numbers of eligible children. In many parts of the country the State and local funds made available for the administration of aid to dependent children have not been sufficient, even when supplemented by Federal grants, to permit the agencies to develop the basic services which are necessary in all public-assistance activities and essential in a program affecting the welfare of

children. The basic law of all States has recognized the principle that society has a responsibility toward every underprivileged child, a responsibility to the child and to society itself, for protection and for provision of material and cultural needs during the formative period of his life. The dependent children eligible for aid under the Federal-State program are under a special handicap because they have been deprived of the support or care of their normal breadwinner. In some cases neither parent is alive, and the agency must arrange for placing the child in the home of a near relative. If children in these circumstances are to have proper preparation for adult life, the agency responsible for their care must have sufficient financial resources and sufficient competent staff to provide or to arrange such services as may be necessary in the individual situation. These services are not only those, such as medical care, which relate to the physical development of the child but also those psychological, educational, and recreational services which will aid the child in overcoming the social handicaps under which he finds himself and in adapting himself to the community of which he is a part.

State and Local Financing

Although the Social Security Act requires that State public-assistance plans shall be operative on a State-wide basis and contemplates that substantially the same level of care shall be provided to similarly situated individuals in all local subdivisions, reports from many States show wide variations in the amount of assistance and the type of service afforded in the local community. Some of these variations may be attributed to differences in the extent of need and in the cost of living in various parts of the State. It has become increasingly clear, however, that the major difficulty arises from the inability of many local governmental subdivisions to carry the share of public-assistance costs for which they are responsible under some State plans. The States have begun to recognize this problem and have attempted to alleviate it. During the last fiscal year 13 States have decreased the proportion of public-assistance costs to be borne by local governmental subdivisions. The need for more substantial State participation in the cost of administration in the local community has also been increasingly recognized.

Idaho, Louisiana, and Washington have provided for State financing of the non-Federal share of the costs of all three special types of public assistance which was previously carried by local governmental subdivisions. Local contributions toward old-age assistance have been decreased in Indiana, Oregon, and North Dakota, and Vermont has decreased the local share for aid to dependent children. A change in

the Maryland law for aid to the blind reduces the counties' share of assistance costs to 35 percent and increases the State's share to 15 percent. The county share of administrative costs has been decreased in Wisconsin for aid to dependent children and in Colorado for all three programs. In Oregon, the State is now authorized to assume the total administrative costs of the county agencies for all three programs. In Utah, the counties' share of assistance costs remains fixed at 15 percent, but county tax levies for assistance purposes are now limited to 5 mills and the State is required to make up any deficiency. The counties' share in Montana is to be proportionately reduced in the event that Federal participation in aid to dependent children is increased. In Nebraska, State funds are now distributed to the counties on a needs basis rather than according to population. In Maine, local contributions for old-age assistance, to equal 25 percent of the cost up to a maximum of $800,000 per year, have been instituted.

INTERSTATE AGREEMENTS

Since nearly all States require a specified period of residence as a condition of eligibility for public assistance, interstate agreements are desirable to make it possible to provide assistance to certain individuals who would not otherwise be eligible and to furnish a vehicle for the exchange of information and documents pertaining to the eligibility of applicants. Though such arrangements would be advantageous to the States as well as to the recipients, they have not as yet attained any substantial degree of development. Among such arrangements, perhaps most advantageous would be mutual agreement to authorize out-of-State payments. A recipient of old-age assistance in one State, for example, may wish to move to the home of a relative in another to better his condition and at the same time reduce his need for assistance. Such a step is obviously to the advantage of the paying State and of the recipient. Though only a few State laws now permit payments to individuals who have left the State, it is believed that many State laws will be changed to permit such action once its advantages are realized. Out-of-State payments entail need for the supervisory services of the agency in the State in which the recipient resides. Any extensive system of agreements might well include some arrangement whereby at least part of the cost of such services is paid by the agency on whose behalf the service is rendered. During the year legislation was enacted in North Carolina, Michigan, North Dakota, and South Dakota authorizing reciprocal agreements with other States regarding the care and transportation of nonresidents and transients.

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FUTURE DEVELOPMENTS

Reference already has been made to certain further steps which the Board believes would expedite progress in the public-assistance program, among them the provision of Federal funds on a matching basis for administration of State programs of old-age assistance and an increase in the maximums for payments for aid to dependent children which can be considered in computing the amount of the Federal grant to the State. That the present limitation to $18 a month for the first child and $12 a month for each additional child aided in the same home is too low to meet the needs of many families has been amply demonstrated by experience. A majority of the States without limitations in their own laws made larger assistance payments to a substantial proportion of the families they accepted during the fiscal year 1937–38. It was evident also that the existing limits on Federal contributions tended to scale down monthly payments in a number of States without statutory limitations on the amount of individual monthly payments. Most of the States limiting payments by law to the amounts which may be considered in determining Federal grants found it necessary to award the maximum to a large proportion of the families approved for assistance.

During the fiscal year the Board has given much consideration to methods whereby Federal grants to States for public assistance might be related more closely to the varying needs of the States. Many proposals were considered and analyzed to devise a sound and equitable means of adjusting Federal grants to meet the relatively greater needs of some jurisdictions. The Board has recognized that data which might serve as a basis for appraisal of the relative economic capacities of the respective States are limited and far from satisfactory. Any formula for variable grants which might be devised on present rough estimates would undoubtedly have to be revised in the light of experience. Studies of the economic resources of the States and of the use of State revenues are being continued by the Board and by several States in the effort to arrive at an acceptable measure of their ability to increase average payments under their programs, to reduce waiting lists of eligible applicants, and to provide the amounts necessary for effective administration. If the Federal-State program of public assistance is to provide at least a desirable minimum for needy groups throughout the Nation, it would appear necessary for Federal funds to furnish a relatively larger part of the cost in the areas where State and local resources are inadequate, just as some States defray a larger proportion of public-assistance costs in counties which have inadequate resources.

In previous pages mention has been made also of lines of development within the States which the Board believes of great significance for the future of the public-assistance program. Among these may be mentioned the coordination of activities within a State relating to the provision of financial aid for persons in need; the development of services essential to the well-being of the aged, the blind, children, and others for whom the State or locality has assumed financial responsibility; and the increasing emphasis on personnel standards and programs of staff development to promote standards of administration which will ensure effective and economical use of public funds and constructive service on behalf of recipients. While certain gaps and discrepancies remain and are the concern of both the Board and the States, the public-assistance program provides impressive evidence of the feasibility of Federal-State collaboration and of the progress that such collaboration can effect toward acceptable standards of national well-being.

· V ·

COORDINATION, MANAGEMENT, AND PLANNING

THE Social Security Board is responsible to an extent possibly greater than any other Federal organization not only for close and continued cooperation with all States but also for the conduct of operations which directly affect the well-being of a majority of the families of the United States.

These responsibilities entail, on the one hand, coordination of Federal policies and procedures in use from the Atlantic to the Pacific and, on the other, careful regard for differences in the circumstances which arise in the various areas of the country—differences which Congress recognized in basing all but one of the act's programs on plans initiated by the States. The Board's responsibilities also require continuing contact with a very large segment of the public who have actual or potential rights or duties in connection with the social security program; public understanding is essential to economical and efficient operation at both Federal and State levels. Since several Federal departments are concerned directly with administration of the Social Security Act and the responsibilities of others are closely related, it is essential from the standpoint of both the Federal Government and the States that there be cooperation in all Federal activities which are relevant to the administration and objectives of the Social Security Act. The administrative organization of the Board has been designed to reflect both the need for coordination of policy and planning and for decentralization of activities, insofar as is practicable, to permit direct and close contact with State agencies and, in connection with the federally administered old-age insurance system, with employers, covered workers, and claimants for benefits.[1]

ADMINISTRATIVE ORGANIZATION

The members of the Board are responsible for general policy formulation and the determination of organization and procedure, for promulgation of rules and regulations governing Board action in the

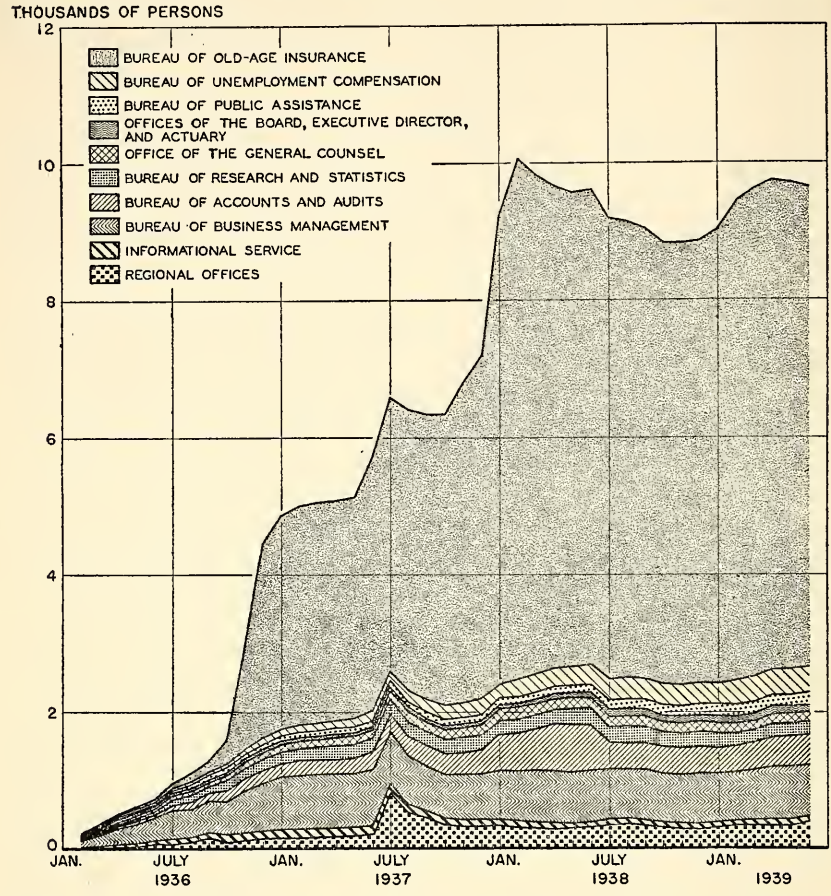
[1] The organization here described is that which, in general, has been in effect since establishment of the Social Security Board and throughout the fiscal year 1938–39. Certain changes made after the close of the year under the Reorganization Act of 1939 and Reorganization Plan No. 1, establishing the Federal Security Agency, are summarized in the supplementary statement appended to this report. See also the functional chart, facing p. 187.

areas for which the Board carries Federal responsibility, for approving State laws and plans under the terms of the Social Security Act, for certification of payments to States under the Federal-State programs and to individuals under the Federal old-age insurance system, for certification of State unemployment compensation laws with respect to employers' eligibility for normal and additional credits against the Federal unemployment tax, and for study and recommendation concerning methods of providing social security. Actions of the Board are based upon material developed by the bureaus and offices of the Board, presented through the Office of the Executive Director.

The Executive Director is responsible for administration and coordination of all activities of the Board in Washington and in the field. Under his supervision, similar responsibilities are delegated to the directors of each of the 12 regions, who maintain contacts with the agencies of the States included in the region and supervise all activities of the Board in that area. Policies or procedures approved by the Board are transmitted to the regional offices through the Office of the Executive Director for use in Board operations. Through their contact with operations in these areas, the regional directors are in a position to recommend to the Executive Director and the Washington staff lines of policy or procedure designed to promote the development of Federal or State aspects of the program. To the staff of each regional office are assigned representatives of the bureaus which carry general responsibility for the several programs and representatives of bureaus and offices which maintain services, on behalf of the whole organization, in the fields of law, research and statistics, accounting, and public information. Through their contact with field operations these representatives, in turn, are in a position to advise the Washington staff concerned with the program or special activity. This regional organization has proved exceptionally advantageous in providing two-way channels of communication between the Board and the States, permitting interpretation and coordination of Federal and State developments at both levels of government.

The Office of the Executive Director maintains close relations with the regional offices to ensure that Board policies are uniformly interpreted and applied. Coordination of Federal-State relations is exemplified by a State technical advisory service maintained in the Office of the Executive Director. In collaboration with the bureaus concerned with the programs, this service unifies the Board's policy regarding the establishment and maintenance of personnel merit systems in the operation of Federal-State programs of public assistance and unemployment compensation and develops standards to guide

CHART 30.—*Personnel of the Social Security Board, February 1936–June 1939*



States in this field. A division of coordination and procedure in the Office of the Executive Director assists in the review of all procedures and material originating in the several bureaus and offices to assure consistency and conformity with established policy. The Executive Director maintains contact and effects coordination between the Washington office and the regional and Territorial offices through a field operations division.

In Washington primary responsibility for the programs indicated by their respective titles is borne by the Bureaus of Old-Age Insurance,[2] Unemployment Compensation,[3] and Public Assistance. Under the general supervision of the Executive Director, these bureaus carry

[2] Since September 6, 1939, the Bureau of Old-Age and Survivors Insurance.
[3] Since August 19, 1939, the Bureau of Employment Security.

major responsibility for the development of material on which administrative policies of the Board are based, for departmental operations, for technical supervision of their regional representatives, and for analysis of administrative developments. Since the old-age insurance program is wholly Federal in operation, the Bureau of Old-Age Insurance is implemented by the extensive field organization to which reference has been made in previous pages. Field office operations are planned and directed by that Bureau; the general supervision of the field offices and coordination with all other Board activities within a region are the responsibility of the regional director.

The Board maintains in Washington five service bureaus and offices which furnish, insofar as is practicable, unified services for the whole organization in such areas as business management and personnel administration, accounting, legal counsel, research and analysis, and public information. These staff or service units are the Bureau of Business Management, the Bureau of Accounts and Audits, the Office of the General Counsel, the Bureau of Research and Statistics, and the Informational Service.[4] The Office of the Actuary serves the Executive Director and the Board in aspects of long-range planning indicated by its title.

The results of the past year's operations have been summarized in the preceding chapters in terms of the programs for which the Board carries responsibility. In each of those programs many of the bureaus and offices of the Board have played their part. The following pages bring together functional aspects of the year's activities which have been significant in management, planning, and coordination of administration.

PERSONNEL ADMINISTRATION AND BUSINESS MANAGEMENT

Activities relative to the personnel of the Board are the responsibility of the Bureau of Business Management, which recruits, classifies, places, and trains personnel and maintains standards of personnel administration. During the first years of operation, personnel activities were concentrated on selecting and training personnel to perform the many and varied functions of the insurance and assistance programs new to Government practice in scope or volume. As of June 30, 1939, the total number of persons employed by the Board was 9,661, a net increase of only 49 over the total at the close of the preceding year. Chart 30 indicates the rapid growth in numbers from 202 in February 1936, when Federal funds first became available

[4] In September 1939, the functions and personnel of the Office of the General Counsel were transferred to the Office of the Administrator of the Federal Security Agency to serve all units of that agency, and plans were made for similar transfer of personnel functions of the Bureau of Business Management.

for staffing and operating the Board, to a maximum of 10,059 reached in February 1938. That maximum included many persons employed on a temporary basis to aid in establishing the wage-records system and to post wage returns. When accounting operations had attained a current basis and other initial emergency work had been completed, the services of most temporary employees were no longer required. During the present year the number of employees has been within the range of 8,800–9,800.

Of the personnel employed at the close of the year, 9,535 or 98.7 percent were in the classified civil service; the remaining 126 employees were attorneys, experts, or others excepted from civil-service requirements under the terms of the Social Security Act. Many of the personnel with expert status are consultants who receive remuneration for their services only for short periods of actual employment. The proportion of personnel employed without civil-service status was reduced from 1.8 percent of the total in July 1938 to 1.3 percent in June 1939.

A Council of Personnel Administration was created by the Executive Order of June 24, 1938, which provided for the establishment of a "career" system in the classified civil service through several basic changes in the rules and regulations governing the service at that time. The Council appointed committees to study the various changes in procedures needed and to collaborate with the Civil Service Commission in promulgating the necessary regulations. The basis of the system is to be "promotion within the service" through competition. Formal recommendations approved by the Council of Personnel Administration were submitted to the Commission, which has nearly completed regulations providing for promotional examinations. The Board, in this connection, is particularly fortunate inasmuch as its personnel functions and policies have been maintained since its establishment in line with those formulated in the President's Order.

As the development of the programs administered by the Board reached a more stable level, personnel needs became more easily predictable. The effectiveness of the Board's policy of promotion from within is evidenced by the fact that new appointments in the past fiscal year were almost all at the lowest grades in each of the three categories (custodial; clerical, administrative, and fiscal; and professional). Despite the lack of expansion, approximately 1,600 new appointments (including temporary appointments) were made during the year, and more than 3,500 change-of-status actions within the organization were completed. Replacement of personnel was necessitated by two factors. Because of promotion from within, the

lower grades of the services were in constant need of replenishment even in relatively stable periods. The second factor was loss of employees by transfer or resignation. Among the reasons for this turn-over were offers of higher-paying positions in other Government agencies or in private industry and opportunities for employees to obtain field positions in locations which they preferred.

Staff Training and Educational Facilities

To promote staff efficiency and to enable ambitious employees to avail themselves of a more complete knowledge of the Social Security Act and the Board's functions, training classes have been conducted throughout the year for departmental and field personnel. The appointment in November 1938 of an employee counselor was an innovation in Government personnel practice. The objective of the service is to promote the general welfare of all employees by endeavoring to obtain a more satisfactory occupational and personal adjustment of individual workers who request advice.

One of the most important functions of the Bureau of Business Management is the maintenance of library facilities and services. Circulation of publications used as work or reference materials reached a total of 105,244, an increase of 2,704 over the previous year, and 82,815 copies of bills, hearings, records, and bulletins were distributed to the staff of the Board and collaborating agencies. The Board's subject headings selected for cataloging publications on public welfare and social insurance were approved by the Special Library Association at its yearly meeting. When this list of subject headings is revised, it will be duplicated for use throughout the country as a standard for cataloging publications in these new fields of public administration.

Other Service Functions

Among other functions for which it is responsible, the Bureau of Business Management selects office quarters and allots space; procures, stores, distributes, and maintains inventories of supplies and equipment; handles printing orders and duplicates processed material; furnishes centralized filing, clerical, stenographic, typing, and messenger services; issues travel orders; and answers nontechnical inquiries.

At the close of the fiscal year the departmental activities of the Social Security Board, including the accounting operations of the Bureau of Old-Age Insurance in Baltimore, occupied a total of 581,069 square feet of space, at an annual rental of $334,839.76—an increase of 77,781 square feet in space and $17,999.30 in annual rental as compared with the previous fiscal year; the additional space was provided for the Baltimore offices where wage records are maintained. Regional offices of the Board occupied 71,483 square feet for which an

annual rental of $75,372.66 was expended, representing an increase of 9,481 square feet with a corresponding increase of $6,821.20 in rental cost. During the fiscal year there has been a net increase of 11 field offices, but, through reduction of space generally, it was possible to reduce total annual rentals for these offices. A considerable portion of this saving resulted from increased occupancy in Federal buildings. At the end of the fiscal year 137 field offices, 42 percent of the total, were occupying federally owned space.

The scattered location of the Board's departmental offices continues to present almost insuperable difficulties in maintaining prompt services and efficient operations. Contracts for building new quarters for the Board, authorized during the previous fiscal year, have been awarded and work has been begun. The new offices will greatly facilitate operations now necessarily maintained in widely separated buildings.

FINANCIAL MANAGEMENT

Responsibility for maintaining the accounting control of the Board's finances is lodged in the Bureau of Accounts and Audits. The Bureau coordinates the fiscal activities of the Board with the policies of the Bureau of the Budget, the Treasury Department, and the General Accounting Office. Its functions also include review of payments for assistance and for administration in connection with grants to States under titles I, III, IV, and X of the Social Security Act. This Bureau compiles the annual budget estimates for salaries and expenses of the Board and, in collaboration with other bureaus, the estimates for grants to States for public assistance and unemployment compensation administration.

Appropriation accounts are kept according to apportionments, allotments, obligations, and expenditures. The system is so operated as to make possible the issuance of daily statements of the balances in the individual allotment accounts of all bureaus and offices, and semimonthly statements showing detailed charges by objects of expenditure for the various organizational units. A preaudit examination is made of all vouchers for expenditures from appropriations of the Board, and all incoming receipts are verified. All disbursements are made upon an administrative preaudit, except those involving disputed matters of law or of fact, which are transmitted to the General Accounting Office for settlement in accordance with regulations of that office. The quarterly public-assistance estimate of each State is examined to determine the adequacy of the financial provisions made by the State and its political subdivisions. In its

relation with the States, the Board imposes only such financial restrictions and exercises such accounting control as will assure reasonable compliance with the fundamental objectives of the several titles of the Social Security Act.

In the furtherance of sound fiscal administration, an accounting-system service is maintained in connection with public-assistance activities. Accountants act in an advisory capacity to the States in installing accounting systems and procedures and in studying the effectiveness of existing systems. Public-assistance accounts are regularly audited in each of the 12 regions by a staff of field auditors operating under the immediate supervision of a chief auditor. The work involves a review of the summary appropriation and fund accounts, verification of the State's determination of the eligibility of assistance recipients, and a detailed audit of payments. Because of the scope of the public-assistance program, the field audits entail a large volume of work. During the past fiscal year approximately 30 million payments under 135 State plans were subject to audit.

Under the Board's original plan of organization, the accounting-system service for unemployment compensation was placed in the Bureau of Accounts and Audits, which furnished consulting services to State agencies and to the Bureau of Unemployment Compensation on fiscal systems and procedures. Upon completion of the pioneer work relating to the design and installation of accounts and wage records in the States, the Board transferred the function and the remaining personnel engaged in this work to the Bureau of Unemployment Compensation to consolidate this service with the development of administrative standards and practices. As in public assistance, detailed field audits are also made, through the regional office, of administration accounts of unemployment compensation agencies and employment services. This audit informs the Board as to compliance with the provisions of the Social Security Act and with the budgetary limitations prescribed by the Board for necessary expenses. As an incident of the audit of administrative expenses, the book balances in unemployment compensation fund accounts are reviewed and analyzed. The Board does not make a detailed audit of receipts from contributions or payments for benefits under State unemployment compensation laws.

Expenditures of sums appropriated to the Social Security Board for the fiscal year 1938–39 amounted to $324.9 million, of which $20.9 million, or 6.4 percent of the total, was for administrative expenses (salaries, expenses, and old-age insurance wage records) and $304.0 million, or 93.6 percent, for grants to States with approved unemploy-

ment compensation laws and public-assistance plans (table A–3). Of the Board's administrative expenses for the year, slightly less than $16.0 million, or about 77 percent of the total, was for salaries, 3 percent was for rental of office space, and 20 percent for other administrative expenses (table A–2). For appropriations, transfers, and other fiscal data relative to the old-age reserve account, see appendix table A–6 which summarizes figures furnished by the Treasury Department.

LEGAL COUNSEL

With the development of the programs as operating realities, the number of legal problems of administration and interpretation confronting the Board has increased, and widespread State legislative activity in the past fiscal year has entailed consideration of a large volume of proposed and enacted amendments to approved State laws and plans. Legal aspects of these and other questions arising in connection with programs administered or supervised by the Board, analysis of the conformity of State plans and laws with the provisions of the Social Security Act and the Unemployment Tax Act, and analysis of the eligibility of individuals for benefits under the Federal old-age insurance program are responsibilities of the Office of the General Counsel. During the fiscal year that office carried added responsibility for advising the Board in the formulation of its recommendations for amendments to the Social Security Act and for furnishing information or assistance requested by congressional committees in their consideration of various proposals.

Litigation during the year raised many more questions of statutory application than of statutory validity. No cases have directly involved the Social Security Act except a few relating to the application of the taxing provisions formerly included in that act. None of these Federal cases has as yet resulted in a decision of far-reaching consequence. Actions involving State laws, however, have increased in number. The Board has complied with the requests of State counsels for assistance and suggestions by aiding them in presenting to the courts the broad and fundamental phases of the social security program and in assembling well-considered court precedents embodying interpretations in accord with sound social objectives. Most State actions during the year involved State unemployment compensation laws and presented, in the main, questions of liability and coverage. Appeals from the denial or award of benefits, however, seem likely to become the major area of future unemployment compensation litigation.

OLD-AGE INSURANCE

In old-age insurance, likewise, coverage questions are of great moment, and, although questions of multistate employment do not arise in this completely Federal system, coordination of coverage opinions under title II of the Social Security Act with those of the Bureau of Internal Revenue under the taxing provisions is a continuing responsibility of the Board's legal staff. During the year the General Counsel's Office revised and amended the Board's regulations concerning the old-age insurance program and audited and reviewed on legal grounds the files of benefit claims.

UNEMPLOYMENT COMPENSATION

Continuing legal functions relating to unemployment compensation may be divided into three classes: Rendering advice and performing legal activities in connection with the development and execution of the Board's functions and policies under the Social Security Act and Unemployment Tax Act; analyzing State legislative and administrative operations in the light of the provisions of those acts and of the policies and standards established by the Board; and studying State regulations, general interpretations, legal opinions, and court decisions to ascertain policies, trends, and problems. Since the Board is concerned with the integration of the legal as well as other aspects of unemployment compensation programs in the 51 jurisdictions, the Office of the General Counsel is concerned with the coordination of coverage rulings under Federal and State laws, the coordination of constructions accorded by the State agencies to similar statutory provisions relating to eligibility for benefits and disqualification from benefits, the legal aspects of the integration of State unemployment compensation systems with the Federal railroad unemployment insurance system, and the preparation of basic research memoranda relating to these subjects.

PUBLIC ASSISTANCE

The Social Security Board's concern with legal phases of the operation of public-assistance programs during the year may appropriately be considered as of two types: on the one hand, analysis of State action in relation to the Social Security Act in terms of legislative proposals, laws, plans, and appropriations; and on the other, research, interpretation, and development of law and legal principle from the standpoint of the major long-term issues of general applicability. The

first type was particularly significant during the year because nearly all State and Territorial legislatures were in session. Legal interpretations based on the study and appraisal of numerous bills and statutes formed the basis of recommendations to the Board and advice to the States. The second type of legal activity included the evaluation and comparison of judicial and social trends as exemplified in judicial and legal precedent which led to the formulation of a legal background for Federal principles, policies, and decisions in the Board's dealings with individual States.

There are a number of underlying legal problems of general concern in the administration of public assistance. For example, the Office of the General Counsel studied the history and present status of laws in relation to settlement and residence as related to eligibility for relief and completed a comprehensive survey of the functions and powers of State attorneys general as they affect public-assistance programs. Certain problems of constitutional law were analyzed in relation to the program for aid to dependent children, such as proposals to condition the eligibility of the child upon the citizenship status of the parent or other relative, the implications of the so-called suitability-of-home provisions contained in certain State laws as affecting the constitutional guaranty of religious freedom, recognition of the rights of unborn children, and the supervisory authority of the juvenile court and agencies to which the court may have committed needy children. Such subjects as medical-care provisions in State laws for public assistance or relief, legislation affecting abandoned or deserted children and their status in domestic-relations courts, the theory and operation of variable Federal grants to the States, and provisions for medical care of the needy under existing State laws have immediate and future implications for the legislative as well as administrative development of the public-assistance programs.

RESEARCH, ANALYSIS, AND PLANNING

The Board is charged under the Social Security Act with "the duty of studying and making recommendations as to the most effective methods of providing economic security through social insurance, and as to legislation and matters of administrative policy concerning old-age pensions, unemployment compensation, accident compensation, and related subjects." The major responsibility for such study, for coordination in research and analysis of operating data, investigation of interrelationships among social security programs, and for financial, economic, and social developments in related fields has been assigned to the Bureau of Research and Statistics, which

works in close collaboration with other units of the Board. Research functions are of three main types: (1) conducting analytical, economic, statistical, and actuarial studies necessary for the planning and conduct of day-to-day operations or for appraising administrative performance; (2) conducting research concerning causes of economic insecurity, the adequacy of existing social security measures, the more adequate adaptation of the Federal and State programs to meet the different needs of different groups; and (3) providing analyses of specific proposals for the development of these programs. The Bureau of Old-Age Insurance and the Bureau of Unemployment Compensation have conducted research of the first type and analyses of proposals relating to their respective programs. The Office of the Actuary is responsible for long-range actuarial studies, and the Bureau of Research and Statistics conducts long-range research in the two insurance programs and their broad financial implications.

The Bureau of Research and Statistics also collects and analyzes reports on public and private assistance submitted by States and localities and collates data on public assistance under the Social Security Act with data relating to other programs; provides consultation service to State and local public-welfare agencies concerning statistical reports required by the Board and other statistical and research activities relating to public assistance, general relief, and allied programs; compiles and analyzes statistical and other data regarding operation of the Social Security Act and collates such data with those available under the social insurance programs; cooperates with all the operating bureaus in carrying out special studies relating to public-assistance and unemployment compensation administration in the States; and prepares, edits, or reviews material for the Social Security Bulletin, the Annual Report of the Board, and other publications of a professional and technical character. In the following discussion of activities in fields of each of the programs no attempt is made to designate specific bureau responsibility in what is essentially collaborative effort.

OLD-AGE INSURANCE

Research, analysis, and planning in old-age insurance during the year has been directed toward fundamental aspects of the contributory old-age insurance system and the relation of that system to the national economic and social structure. Consideration by the Advisory Council on Social Security, the Social Security Board, and the Congress, of the possibility of effecting major changes in the old-

age insurance provisions of the act made necessary a complete review and critical analysis of basic questions concerning the persons and the risks covered, the benefit structure, financial provisions, and the interrelationships between provisions for old-age insurance, old-age assistance, and other phases of social security.

Various alternative provisions for old-age security were studied in terms of their consistency with the contributory principle, their effects on the national economy, and the resources they offered toward meeting social and individual need for security. That need was examined in terms of the risks which confront workers in old age and also throughout their active working years, and the resources which workers themselves may accumulate through their individual efforts. Examination was made of available data on such factors as individual and family income and savings, changes in age composition of the population, and shifts in occupations. The possibility of extending coverage to the major occupations or employments excluded from old-age insurance was studied with respect to the particular problems of each and the methods used in other social insurance systems to cover workers in such fields. All available data on the characteristics and earnings of excluded workers and the effects of their inclusion were assembled. In connection with groups originally excluded primarily because of administrative difficulties, an intensive study was made of possible administrative procedures to effect their inclusion.

These studies produced much information which was invaluable in considering changes involved in recommendations—additional types of benefits, a benefit formula based on average wages, changes in the structure of the reserve, increases in the coverage of the system, advance in date for the first payment of benefits, and the practicability of such changes.

The feasibility of broadening the objectives of the old-age insurance program by liberalizing benefits payable in the early years and by making specific provision for certain survivors of insured workers and for dependents of beneficiaries was examined in the light of special studies of the Board, including a study of family composition, and of data obtained from current operation of the old-age insurance program. The latter included information concerning the number of covered workers, their distribution by age and sex, and their taxable wages reported for 1937. Suggested benefit formulas were applied to these data to test the effects of each proposal, and actuarial estimates of future costs were made for a large number of alternative proposals. Study of the administrative experience of the Board under the original provisions indicated the administrative feasibility

of earlier benefit payments. The financial effect of proposals for the earlier payment of substantial benefits was analyzed on the basis of information provided by the 1937 wage records.

Consideration has been given to various financial aspects of the social security program, including the nature of the taxes to finance old-age insurance. The importance of the latter as contributions and in their relation to benefits has been examined and the possible effects on prices and production analyzed. Moreover, considerable attention has been directed to other types of taxes proposed by groups advocating different approaches to the old-age retirement system, namely, the transactions tax, gross-income tax, and various modifications of the individual income tax. Attention has been given also to the possibilities and significance of a Federal contribution to a social insurance program. This element in a contributory system has long been recognized and has proved acceptable in many foreign countries. The particular part that a Federal contribution or subsidy might play in the American system and the amount and timing of such a contribution have been considered.

UNEMPLOYMENT COMPENSATION

During a large part of the past year the research program in the field of unemployment compensation centered about problems relating to the simplification of the benefit formula, which are summarized in preceding pages. The experience with benefit payments during the first 6 months of 1938 suggested the desirability of certain changes in administrative procedures and in statutory provisions relating to benefit rights. A major task for the Board was, therefore, the analysis of the effects of existing State laws and the study of desirable changes in these laws. The desirability of including groups of workers now excepted from the coverage of the unemployment insurance system has been a matter of continuing concern. The most important work in this field undertaken during the year was the study of employment conditions of maritime workers. Studies also have been continued in such fields as experience rating, seasonal and part-time unemployment, principles underlying disqualifications for benefits, and the relation between the amounts of benefit payments and contributions.

During the year, the reporting of statistical data relating to contributions and benefit payments by the State unemployment compensation agencies was further developed. Important modifications of the requirements for reporting benefit statistics were made after consultation with individual State research directors and with a

special committee of the Interstate Conference of Unemployment Compensation Agencies. The field staff provided increasing aid to the States in the development of their statistical procedures on a sound and comparable basis. Of fundamental importance for the future development of statistics of the unemployment compensation program, as well as of other related programs, was the completion of the industrial classification code, first for major industrial groups and then for subgroups of both manufacturing and nonmanufacturing industries. With the submission by the States of their first annual reports relating to coverage and contribution statistics, there is becoming available a set of basic economic data permitting new analyses and interpretations of employment characteristics.

Preliminary analyses have been made of problems relating to the establishment of Federal standards for unemployment compensation, the economic and social effects of marked variations from State to State in the liberality of benefit rights and in the level of contributions, and the desirability of Federal reinsurance or equalization of funds available for unemployment benefits. Another area of joint concern is the exclusions from benefit rights which will result from the existence of a number of separate unemployment insurance systems. With the raising of eligibility requirements for unemployment benefits in an increasing number of States and the establishment of a separate system for railroad workers, it becomes increasingly important to know what groups of workers with substantial annual earnings in covered employments are ineligible for benefits under any system. Detailed plans have been completed for an important exploratory study in this field, based on an analysis of the 1938 wage records of the Bureau of Old-Age Insurance, to determine the effect of interstate movements on benefit rights of workers in covered employment. Closely related to this problem is that of the place of unemployment compensation in the general program of aid to the unemployed. An analytical framework for a series of studies in this general field is being developed. Investigations of the adequacy of unemployment benefits, the extent of overlapping between unemployment compensation and general relief, and the relation of both to the Works Progress Administration [5] program are currently under consideration.

In February 1939, certain research functions were transferred from the Bureau of Research and Statistics to the Bureau of Unemployment Compensation. The increasing importance of State research and the resultant emphasis on advisory functions made desirable a closer integration of administrative activities and research relating to current problems. With this change in organization, the Bureau of

[5] Effective July 1, 1939, the Work Projects Administration.

Research and Statistics retained primary responsibility for research related to the Federal aspects of unemployment insurance, the relation of unemployment insurance to other social security programs, and the study of foreign unemployment insurance systems. The Bureau also acts in an advisory capacity in the development of the research program of the Bureau of Unemployment Compensation.

PUBLIC ASSISTANCE

The ground work for the development and report of public-assistance statistics was laid during the first years of the operation of the Social Security Act, and statistical series established in 1935 and 1936 afford a basis for comparing the month-by-month developments which are currently reported in the Social Security Bulletin and summarized for the fiscal year in appendix D of this report. Continuing effort is made to improve reporting procedures and to develop additional statistical counts, but, with the stabilization of these procedures, increasing emphasis is being placed on analysis and research. Regional representatives provide advisory and consultant services to State public-assistance agencies concerning the collection and analysis of data needed by the State agencies and by the Board for effective administration and interpretation of the program, and concerning the organization of State research and statistics units, their place in a State agency, and their functions and responsibilities.

Statistical Series

Through the collaboration of State and local agencies, the Board has maintained five statistical series and carried on all the activities incident to collecting and compiling monthly reports and making the data available in published form for administrative use and public information. The statistics collected relate to (1) the three special types of public assistance administered under the Social Security Act, (2) general relief, (3) public and private relief in 116 selected urban areas, (4) public and private relief in 385 selected rural counties, and (5) general relief in 17 cities with a population of 400,000 or more and in 1 slightly smaller city.

Since May 1937 the Board has issued monthly statistics for the continental United States covering all assistance and work programs. A major achievement during the year has been the development and publication of similar monthly data for each State. These data reveal significant variations from State to State in the relative importance of the public-assistance and work programs comprising the total structure for providing public aid. Coincident with the preparation of the State data, the series for the continental United States were revised

to include, in addition to data on employment and earnings of persons certified as in need of relief, data on employment and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. These series were formerly limited to public aid granted on the basis of need but, after careful consideration of the problems involved, the Joint Committee on Relief Statistics of the American Statistical Association and the American Public Welfare Association concluded that a more adequate measure of the total effort to provide public aid and a more comparable set of data would be obtained by the inclusion of all employment and earnings on projects financed in whole or in part from Federal funds.

Special Studies

One of the principal research activities in the field of public assistance has been the analysis of the numerous proposals to amend titles of the Social Security Act relating to old-age assistance, aid to the blind, and aid to dependent children. Each of the proposed amendments was analyzed for the purpose of estimating the probable number of recipients who would receive assistance, the probable effect on the average monthly payment, and the probable cost to the Federal Government in comparison with budget estimates based on current legislation. In addition, each proposal was evaluated in relation to the States' ability to provide matching funds. Analyses of the annual reports from State agencies containing social data on cases accepted for the special types of public assistance and cases closed during the fiscal year ended June 30, 1938, were used extensively in the preparation of these estimates.

A major research study completed during the year relates to the administration of general relief and shows, as of December 1937, financial and administrative responsibility, the purposes for which relief is extended, the forms in which relief is given, and the administrative relationship to the three special types of public assistance.[6] Plans have been completed for a similar but more comprehensive study to be made as soon as State legislation enacted during the past year has become effective. Another significant research project is the preparation of a 10-year summary showing the trend of public and private aid in 116 cities during the period 1929–38. This project will provide a record of public and private relief extending over a longer period of time than any other comprehensive series of relief statistics. It brings together a summary of legislative changes affecting the development of the various Federal, State, and local relief pro-

[6] See *Social Security Bulletin*, Vol. 1, No. 11 (November 1938), pp. 36–50.

grams, and an analysis of expenditures in these areas for the decade under review. In addition, tabulations and charts showing the trend of relief in each city will be included.

A further development was made of statistics of general relief in 18 large cities. This series was established in 1938 to meet a need expressed by the reporting agencies. It has proved to be of great value to the Social Security Board as well, since it is a major source of information on the effect of the unemployment compensation program upon the general relief load. At the request of the reporting agencies, a limited amount of material on administrative policies, practices, and procedures has been collected, summarized, and distributed to them for their use in interpreting the statistical data and for other purposes.

Several major pieces of research are being conducted in the field of public-assistance finance. One project relates to the development of a standard classification of expenses and the analysis of State expenditures submitted in accordance with this classification. A second project relates to (1) developing time-study techniques to supply a reliable basis for determining administrative expenses, (2) assisting the States in developing time-study plans, and (3) reviewing the technical adequacy of such plans as the basis for making Federal grants. A third study is concerned with examining present procedures for allocating Federal and State funds to counties and for devising improved methods of intrastate allocation. A fourth study deals with an analysis of State fiscal and budgetary practices and methods of financing both assistance payments and administrative expense.

A plan for the collection of information on the causes of the blindness of recipients of aid to the blind in States with plans approved by the Social Security Board has been developed in collaboration with the Committee on Statistics of the Blind, sponsored jointly by the American Foundation for the Blind and the National Foundation for the Prevention of Blindness. It is believed that this study will provide the most comprehensive and reliable data on the causes of blindness that have so far been available in this country.

A special study of applications for the special types of public assistance pending in State and local welfare offices has been undertaken to determine how long these applications have been pending and the reasons for delay in acceptance, rejection, or other disposition. Twenty-three States and the District of Columbia have volunteered to participate, and reports for several States are now in preparation.

The rapid development of the reporting and research function in public-assistance agencies has emphasized the importance of establishing standards for appropriate organization and personnel to

perform this function. Preliminary to establishing criteria for organization and personnel, plans have been developed for a study of existing arrangements in State agencies. The study will be made under the guidance of the Joint Committee on Relief Statistics in collaboration with the American Statistical Association, which is concerned with the broader task of establishing standards in all fields of statistical enterprise, and in collaboration with the State Technical Advisory Service of the Board.

The number of special studies undertaken by State departments of public welfare has increased rapidly during the year, and numerous requests have been received for information about these studies. To meet this growing need an index of studies completed or in process in the field of public welfare is being maintained. Data on full title, sponsorship, purpose, content, and method employed are recorded for each completed study, and all available information is noted for studies proposed or in process.

ECONOMIC AND SOCIAL STUDIES

Research in the field of economic and social studies is intended to complement that which deals primarily with specific types of social security or specific programs already established. In general terms, the purpose of these studies is to analyze the economic structure within which social security measures must operate, and to study phenomena which touch upon two or more phases of social security or cut across the different operating programs. Such analyses are essential to the formulation of specific policies and lines of development in connection with particular measures for social security. Emphasis is laid not upon devising administrative techniques but rather upon providing a basis of judgment for determining their feasibility.

Considerable attention has been given to analysis of the problems involved in the allocation of Federal grants to the States. The present preliminary findings indicate that there are large differences in the financial resources of the States in relation to their population. An arrangement whereby the Federal Government matches State funds at a ratio uniform for each State is likely, therefore, to be less effective in attaining the objectives for which Federal funds are granted than would be an arrangement whereby the Federal percentages could be varied according to some measure of the differences in State economic capacities. At this stage of the analysis it appears that the amount of income received currently by the inhabitants of the different States affords, when adjusted for differences in population, a reasonable basis for measuring these differences in economic capac-

ity. Consideration of a number of other measures has tended to confirm the validity of the judgment that per capita income constitutes the best single measurement. Research on the possibility of using per capita income adjusted by related factors or of devising other measures which might constitute a better basis will continue.

Among related studies in progress are analyses of the fiscal structure, with special reference to that of States and localities; of the current distribution of income, both with respect to individuals and to geographical areas; of the population structure, with special reference to the internal movement of the population; of differences in the costs and standards of living; of the production structure; and of social legislation and institutions, with particular emphasis on the modifications which such legislation has produced in the factors affecting the security and insecurity of individual groups and areas.

A special study of the Swedish system of old-age pensions, begun last year, was brought to completion and will shortly be published. The financial provisions of the Swedish pension system, its almost universal coverage, and the special problems it presents in the relationship between contributory and noncontributory pensions make a study of that system unusually interesting and instructive in connection with the study of provisions for the aged in this country. The report discloses both striking parallels and contrasts between experience in Sweden and in the United States.

Development of a comprehensive plan for consolidating reports on various social insurance programs, similar to that which has already been developed for public assistance and work programs, is under way. As a first step in this plan, arrangements were made with the Railroad Retirement Board for reporting in the Social Security Bulletin a summary of the extensive operations of that Board in the fields of old-age security and employment security.

HEALTH STUDIES

The appointment of the Chairman of the Board to the President's Interdepartmental Committee to Coordinate Health and Welfare Activities, noted in the Third Annual Report of the Social Security Board, and the work of the Assistant Director of the Bureau of Research and Statistics in Charge of Health Studies as the Board's representative on the Committee's Technical Committee on Medical Care, have kept the Board in close touch with all departments and agencies of the Federal Government most directly concerned with health and welfare problems. In the autumn of 1938 the Interdepartmental Committee and the Technical Committee, in continuation of their work on the National Health Program presented to the

public at the National Health Conference in July of that year, conferred with committees representing the American Medical Association, the American Dental Association, various hospital organizations, and other professional and lay groups to discuss aspects of that program. The Interdepartmental Committee transmitted its report and recommendations to the President, together with the report of the Technical Committee. The President transmitted these documents to the Congress in January 1939 with a special message on health security.

In connection with proposed amendments to the Social Security Act embodied in the National Health bill of 1939, introduced on February 28, and the subsequent public hearings on that bill, the Board furnished estimates and other data requested by a subcommittee of the Senate Committee on Education and Labor which has the bill under consideration. In addition to consideration of proposals and methods of Federal action in the field of health security and collaboration with representatives of the Departments of Labor, Interior, and Agriculture, the Public Health Service, the Children's Bureau, and the Works Progress Administration, the Board has studied the results of several important developments during the year, such as the continued rapid growth of voluntary hospital-care insurance; the interest of local and State medical societies in the establishment of voluntary health insurance plans covering the services of physicians; the establishment, under the direction of the Farm Security Administration, of voluntary health insurance plans for farmers; and the gradual, though slow, formulation of plans in States and localities to provide more systematic and adequate medical care for needy persons.

There have been developments in the field of disability insurance as well as in plans for medical care. In California and several other States proposals were made during the year for changing the unemployment compensation system into a system of compensation for loss of work during periods of temporary disability as well as of unemployment. In a decision on the original California compulsory health insurance bill, the Board ruled that the California unemployment compensation law would not conform to the conditions of the Social Security Act if money withdrawn from the unemployment trust fund were used to pay disability benefits.

A series of studies conducted during the year were designed to assist the Board in planning adequate and administratively feasible solutions to the problems of health security. Some of the studies have been of long-range character; the majority, however, have been intended to afford answers to immediate problems arising from current administrative needs or legislative proposals and to implement recom-

mendations under consideration by the Congress. Among the subjects of study are administration of State health programs and the character of Federal-State relationships; the cost of furnishing adequate medical care under medical assistance and health insurance plans; the place of mental disability in such programs; medical services provided under government auspices in the United States and Canada; medical-care data collected in a consumer-purchases study conducted by the Departments of Labor and Agriculture and in a national health inventory made by the Public Health Service; compensation standards and specifications for insurance against temporary disability; specifications for permanent disability (invalidity) benefits in connection with a Federal system of old-age and survivors insurance; the relationships between insurance measures against temporary and permanent disability; certifying procedures under foreign health and invalidity insurance systems, under sick-benefit plans in this country, and under the United States Civil Service Retirement System, the Railroad Retirement Act, and other plans for disability insurance; the relationship between cash benefits under unemployment insurance and health insurance in Great Britain and other countries; cash benefits provided under voluntary insurance against accident and illness in the United States; and disability features of Federal, State, and municipal retirement systems, and of certain European programs.

Expenditures for invalidity benefits under British, German, Czechoslovak, French, and other foreign systems were analyzed and, after appropriate modifications were made to adapt foreign experience to anticipated experience in this country, were used as a guide for estimating, in terms of percentage of pay rolls, the costs of a system of insurance against permanent invalidity in the United States. An analysis was made of sickness experience from sickness surveys, from fraternal and industrial insurance experience, and from foreign experience, to determine the volume of compensable disabling illness that might be anticipated in the United States under various provisions for waiting and benefit periods.

Throughout the year the Board has directed a study of family composition in the United States, based on 800,000 family schedules originally obtained by the Public Health Service in its national health survey and made available to the Board for further analyses. Data from this study have been used to estimate the extent of economic insecurity according to composition and size of family; to determine the probable number of dependents and surviving children under proposed modifications of the Social Security Act, the probable number of beneficiaries if title II were modified to provide disability benefits, and the age relationships between husbands and wives as a

factor in estimating costs under the provisions for benefits to certain dependents and survivors of workers under the old-age insurance program; and to furnish basic estimates on the number and proportion of population groups with which various insurance and assistance proposals are concerned.

TECHNICAL PUBLICATIONS

As a means of acquainting the staffs of the Board and of collaborating Federal and State agencies with the development of current operations in the field of social security and the results of pertinent studies, the Social Security Bulletin has been issued regularly as a monthly publication throughout the year. The Bulletin is available to the public only through sale by the Superintendent of Documents. The Bulletin has proved an economy in publication processes, since it has been possible to use it increasingly to replace other means of distributing relevant material to the widely scattered personnel concerned with administration of social security measures at the State or Federal level and to other organizations collaborating in the program, and to provide technical information required by legislative committees and others in need of a current record of operations in the field of social security. Technical publications issued during the year are listed in appendix E, as are two comprehensive reports (*Seasonal Workers and Unemployment Insurance in Great Britain, Germany, and Austria,* and *Old Age in Sweden: a Program of Social Security*) which were in press or about to be printed at the close of the year.

PUBLIC INFORMATION

The Social Security Board has recognized from the beginning that public understanding of its program and voluntary cooperation in its development are essential to efficient and economical administration. In carrying on the function of informing the public on matters with which the Board is concerned, the Informational Service has a two-fold responsibility: to fulfill the obligation of an agency in a democracy to give the public all the facts about a program which affects them directly or indirectly throughout their lives; and, by bringing about public understanding of the provisions of the Social Security Act and the administrative procedures established under it, to promote the cooperation of all groups concerned. Demands for information from the general public and the press were heavy in the first and second years and lightened only slightly during the third.

The methods of disseminating information during the past year were essentially the same as those previously used, although greater

use has been made of radio and of motion pictures and other visual techniques. Most of the commonly used mediums were utilized, such as newspapers, the general labor and business press, radio, pamphlets, motion pictures, posters, and exhibits.

Effective cooperation in public education was maintained by organized groups, including labor unions, employers' associations, and veterans', civic, religious, and educational organizations. Many groups have asked for material to aid them in giving their members a more comprehensive understanding of the various provisions of the act, particularly those relating to old-age insurance and unemployment compensation. In response to their requests informational material of various types was supplied, ranging from releases for the daily press to radio scripts and motion-picture films.

In the development of its program the Informational Service has had the cooperation of the Board's field staff. The managers of the field offices throughout the country have worked closely with the Service in carrying out its Nation-wide program. They have assisted materially not only in making available to the public factual information designed to bring about better understanding of the old-age insurance system on the part of workers and employers, but also in the development and maintenance of good public relations.

The greater part of the informational activities in the past fiscal year has been aimed at clear interpretation of the old-age insurance program. Much also was done to acquaint the public with the facts concerning unemployment insurance and public assistance, although a considerable part of the informational activity in these two Federal-State programs is conducted by the States.

An advisory service has been established for the study and evaluation of the present informational activities of the unemployment compensation and public-assistance agencies of the various States and Territories, especially with respect to the formulation of policies, standards, and procedures necessary for a successful public-relations program. In the development of this activity the Informational Service is working in close cooperation with the bureaus of the Board responsible for the supervision of unemployment insurance and public assistance.

An obvious need still exists to impress upon the millions of men and women the significance of the social security account numbers that have been assigned to them, the relation of these numbers to their wage accounts, and, in turn, the relation of their accounts to the benefits to which they may ultimately be entitled. These millions of workers have been informed that they may ask for statements showing

the amounts credited to them. This assurance was conveyed to them by means of the press, the radio, and posters.

The newspapers of the country, reflecting the popular demand for information concerning social security, have given invaluable assistance in carrying on the educational program. Accounts of administrative developments and changes in procedures have been given to the press from time to time. Hundreds of newspaper writers have addressed requests for informational material to the Washington office or to the regional offices of the Board. A similar demand for news and background material has come from magazine writers and representatives of specialized publications. Requests were particularly heavy in the days immediately following the Board's recommendations for amendments to the Social Security Act. Similarly, requests were received for material concerning the changes recommended in the report of the Advisory Council, which the Board made available at the Council's request.

A close second to the press in news dissemination has been the radio, and the Informational Service has, upon request, furnished speakers with material which was broadcast over many national hook-ups and individual stations. The radio has been utilized also for the presentation of dramatized material designed to emphasize the rights and obligations of the various types of persons included in the three programs administered by the Social Security Board. Several new pamphlets were issued during the last year, and the distribution of previously published material was continued.

In the field of visual education the motion picture has been used effectively. The story of unemployment insurance was told in one film and that of old-age insurance in another. In addition, films were used in connection with the Board's exhibits at the Golden Gate Exposition and the World's Fair. An even wider use of exhibits was made to provide a graphic view of the work being done in the fields of social insurance and public welfare. Exhibits were installed at conventions and other meetings in cities throughout the country and at expositions in Tampa, San Francisco, and New York.

COORDINATION OF SOCIAL SECURITY PROGRAMS

Within the Board a coordinated approach to the social security program as a whole is maintained through continuous scrutiny of the development of each program in relation to its effect upon all others Collaboration of all bureaus and offices in Washington and integration, through the Office of the Executive Director, of their activities with operations in the regions and relations with States and other Federal agencies have made it possible to attain increasing harmony and

effectiveness in the large and varied group of activities relevant to the program.

Although the Board deals with different State agencies in matters concerning unemployment compensation and public assistance, during the course of the fiscal year a number of questions have arisen which were of common interest to the two programs, such as the development of State personnel systems affecting both unemployment compensation and public-assistance agencies, previously mentioned; others have involved limitations upon the authority of the two State agencies in relation to the use of Federal funds; still others, proposals to integrate the State agencies carrying on these two functions. In many instances it has been found possible to develop policies applicable to both programs in situations of this character.

The development of procedures to make available to State public-assistance agencies certain information concerning payments of benefits to individuals under the old-age insurance program is another illustration of the coordination of Board programs. The assurance that the Board would not withhold information which might properly be made available to State agencies was of material aid in promoting better understanding of the insurance system. In the discussion of plans for extending and liberalizing the old-age insurance provisions, members of the staff of the several bureaus concerned collaborated extensively in the consideration of methods to provide more adequate protection of the aged and the formulation of closer relations between the two programs for old-age security when monthly benefits become payable under the old-age insurance system.

RELATIONSHIPS WITH OTHER AGENCIES

During the fiscal year, as in the past, the Board has also maintained relationships with nongovernmental agencies concerned with the development of social security. In addition to consultation with the American Public Welfare Association concerning State situations in which the services of that agency have been requested, the Board participated in several special projects undertaken by the Association, among them an analysis of the specific duties required in various classes of local public-welfare positions and a study of methods of public medical care. The Board has also cooperated with the Public Administration Service in connection with studies of State welfare agencies conducted by that organization. Other nongovernmental agencies with which the Board has maintained close relationship are the American Statistical Association, the American Association of Social Workers, the American Association of Schools of Social Work, and the American Foundation for the Blind.

Child-Welfare Agencies

The Board has attempted to coordinate its activities, wherever feasible, with those of other Federal agencies whose programs relate to public assistance. The grants to States for child-welfare services, administered by the Children's Bureau of the United States Department of Labor, are frequently made to the State agency which administers the public-assistance program. In some States the child-welfare service workers have participated extensively in the administration of certain aspects of the State program for aid to dependent children. These workers have been especially valuable in directing the attention of State and local staff members to the service needs of children in families receiving various types of public aid. Because of the close relationship of the public-assistance and child-welfare services, it has been found desirable for the Board and the Children's Bureau to develop common policies.

Agencies Concerned With Work Programs

Appropriate relationships between employment on work projects and eligibility for unemployment benefits were discussed with the Works Progress Administration. Through the collaboration of the Federal agencies concerned, policy is being formulated with respect to the information concerning unemployment benefits which State unemployment compensation agencies might properly make available to State agencies administering relief or public assistance. Because the State and local agencies which administer the public-assistance programs are also, in most States, the agencies which certify individuals as eligible for employment on WPA projects, the Board cooperated with the WPA in considering a number of administrative and fiscal problems relating to the certification process. One of the major questions which has arisen in connection with the responsibility of State and local public-assistance agencies for this certification is the inadequacy of funds for State and local administration. In a number of States a large proportion of the agency's time and money has been expended for certification for WPA employment, with serious repercussions upon efficiency in administering the public-assistance programs. In a few States, because of the inability of the regular State public-welfare organization to carry on the certification process, the WPA had established its own certification services. However, the Board and the WPA have agreed that it is fundamentally more desirable for the State public-welfare agency to carry this responsibility as a part of the normal State and local welfare services.

The Board has collaborated with another group of Federal agencies—among them the National Youth Administration, the Civilian Con-

servation Corps, and the Surplus Commodities Corporation—for which State public-assistance agencies perform certification services. Common problems in relation to these programs are very similar to those in connection with the WPA program. Of special interest during the past fiscal year has been the inauguration of a new system of distributing surplus commodities through the issuance of stamps to recipients of relief and public assistance. Before this system was put into effect, agreements were reached as to the relationship between this stamp plan and the requirement of the Social Security Act that payments to recipients of public assistance may not be earmarked.

Health and Welfare Programs

Although the program of the United States Public Health Service ordinarily does not directly involve the State and local welfare agencies administering Federal grants for public assistance, the Board and the Public Health Service have collaborated on occasion during the past year in advice concerning the relationships between State welfare departments and the State health agency. The similar interest of the two agencies in the problem of prevention of blindness has resulted in joint consultation with several States. The Public Health Service has also continued the detail of a member of its medical staff to the Board as its adviser on problems in the fields of certification and medical care for the blind. Although the Board's contacts with the Division of Vocational Rehabilitation of the Office of Education have not been frequent, as State situations involving the rehabilitation program and its relationship with the public-assistance program have arisen the two agencies have arrived at common understandings concerning the steps which were to be taken. It is anticipated that with the closer administrative relationship effected under the Reorganization Act of 1939, future collaboration will be even more productive of mutual understanding and cooperative planning.

COOPERATIVE STUDY, CONSULTATION, AND PLANNING

The Board has great interest in the 1940 census, which may offer the only opportunity in a decade for relating social security data to similar data for the population as a whole. The Bureau of the Census has recognized this interest by showing every consideration of the Board's needs in the formulation of the census questionnaires as well as in the definitions of terms and procedures. At the request of the Central Statistical Board, representatives of the Social Security Board collaborated in plans for the census enumeration of the blind and the deaf and in other matters of mutual concern.

The section which follows summarizes developments during the year in health and welfare activities of other Government agencies responsible for Federal-State programs under the Social Security Act. In addition, the Board maintains close relationships with several other Federal agencies which, through the performance of centralized Federal functions or through specific responsibilities delegated by the act or related statutes, are concerned with the operation of the programs of old-age and survivors insurance, employment security, and public assistance to the needy.

Implicit in all previous mention of Federal grants to the States certified by the Social Security Board is reference to the activities of the Treasury Department in making such payments. All benefits to individuals under the Federal old-age insurance program were similarly certified to the Secretary of the Treasury for payment. In addition, the Treasury Department is charged with responsibility for investing the unemployment trust fund and the old-age reserve account and for determining the amounts to be recommended to Congress for appropriation each year to that account. Data showing operations during the fiscal year 1938–39, furnished by the Treasury Department, are included in the appendix.

The Bureau of Internal Revenue of the Treasury Department collects the taxes under provisions originally incorporated in the Social Security Act and since embodied in the Internal Revenue Code. In connection with the collection of these taxes, the Bureau also rules on all questions of disputed tax liability. The Social Security Board has collaborated with that Bureau in drafting regulations and definitions of employment and wages covered by the old-age insurance program in order that all workers subject to taxation may also have their wages credited toward benefits. Similarly, the Railroad Retirement Board, the Social Security Board, and the Bureau of Internal Revenue have worked together in formulating mutually exclusive definitions for employment covered by the Social Security Act as distinct from that covered by the Federal statutes for railroad workers.

During the fiscal year the United States Employment Service was administered by the Department of Labor. The transfer of this agency to the Social Security Board, as of July 1, 1939, will further consolidate activities which were already being integrated with those of the unemployment compensation program.

A most significant example of cooperative effort is the work of the Interdepartmental Committee to Coordinate Health and Welfare Activities described in the Third Annual Report of the Social Security Board. The Committee and its Technical Committee on Medical Care, composed of representatives of the United States Public Health

Service, the Children's Bureau, and the Social Security Board, have continued throughout the past year their study of provisions to further the economic security of the American people through measures for the improvement of health and through protection of income during periods of temporary and permanent disability. The continuance of the Committee on Economic Security, whose studies and recommendations laid the foundations of the Social Security Act, is further evidence of the interest of the Federal Government in coordinating efforts of the Departments of Agriculture, Commerce, Interior, Justice, Labor, Treasury, and the Social Security Board in planning for the future.

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WELFARE AND HEALTH SERVICES

FIVE programs involving Federal-State participation in health and welfare services are provided by the Social Security Act. These programs—maternal and child-health services, services for crippled children, child-welfare services, public-health services, and vocational rehabilitation—are administered at the Federal level by the Children's Bureau of the Department of Labor, the United States Public Health Service [1] of the Treasury Department, and the Office of Education [1] of the Department of the Interior, respectively. In addition to administering Federal funds authorized for extension of State and local health programs, the Public Health Service is charged with conducting scientific research in the field of medicine and public health. The Social Security Board is indebted to these Federal agencies for the following brief summaries of their activities, supplied by them to permit the Board to complete, in outline, a record of the year's developments under the Social Security Act.

MATERNAL AND CHILD-WELFARE SERVICES

For the year ended June 30, 1939, all 48 States, the District of Columbia, Alaska, and Hawaii had plans for all three programs under parts 1, 2, and 3 of title V of the Social Security Act approved by the Chief of the Children's Bureau, except that Wyoming did not submit a State plan for child-welfare services.

Federal appropriations for grants to the States for these three services were equal to the full amounts authorized by the Social Security Act. Appropriations for the fiscal year 1938–39 and the payments made to the States, including payments from unpaid balances from preceding years' appropriations, were as follows:

Activity	Appropriations	Payments to States
Total	$8,470,000	$8,243,170.80
Maternal and child-health services	3,800,000	3,724,362.29
Services for crippled children	2,850,000	2,997,914.77
Child-welfare services	1,500,000	1,520,893.74
Federal administration [1]	320,000	

[1] In addition, funds for travel were available from a departmental travel fund.

[1] Transferred to the Federal Security Agency on July 1, 1939, in accordance with the provisions of the President's Reorganization Plan No. 1.

Amendments to the Social Security Act, approved August 10, 1939, increased the authorization for annual grants to the States for maternal and child-health services by $2,020,000, raising the total sum to $5,820,000, of which $3,840,000 must be matched by the States and $1,980,000 is available for grants to States without matching. The authorization for grants for services for crippled children was increased by $1,020,000, making the total $3,870,000; for the first time, part of the amount, $1,000,000, is available for grants to States without matching. The authorization for grants for child-welfare services was increased by $10,000, to $1,510,000, to provide for a grant to Puerto Rico which, by amendment, is eligible for Federal aid under title V on and after January 1, 1940. Appropriations for the fiscal year 1939–40 include approximately one-half of the additional sums authorized for annual grants to the States.

The increased Federal grants for maternal and child-health services will permit the extension of these services to new areas and to additional mothers and children and will make possible, in selected areas, provision for medical care and related services for maternity patients and children. The increased fund for services for crippled children will permit larger grants to States which have not been able to match in full the annual allotments heretofore available. It will also permit the development of services for children suffering from heart disease, due usually to rheumatic fever, and will make possible special grants to States having an increased number of crippled children, such as occurs during epidemics of poliomyelitis. Other amendments to the Social Security Act place upon the Children's Bureau the responsibility for requiring as a condition for approval that each State plan for maternal and child-health services and for services to crippled children, as one essential of efficient operation, shall include provision for the establishment and maintenance of personnel standards on a merit basis.

MATERNAL AND CHILD-HEALTH SERVICES

The extension of maternal and child-health services in the United States during the past 3 years has been accompanied by a distinct decline in maternal and infant mortality, the result of the movement that has been developing since early in the century to safeguard the lives and health of mothers and children. The maternal mortality rate, which had been dropping at an average of less than 3 percent a year since 1930, declined 14 percent in 1937 as compared with 1936. The maternal deaths per 10,000 live births were 57 in 1936 and 49 in 1937; preliminary figures for 1938 indicate that the rate may have dropped to 44 in that year. The infant deaths per 1,000 live births

declined from 57 in 1936 to 54 in 1937, and the provisional infant mortality rate issued by the Bureau of the Census for 1938 was 51.

During the year the bureaus of maternal and child health and the public-health nursing service in State health departments have been strengthened by the addition of supervisory personnel. In many States opportunities for postgraduate training were given to maternal and child-health directors and assistant directors and to public-health nurses. Such training for nurses frequently includes advanced study in maternity nursing and the care of premature infants. Programs of in-service training for all public-health personnel are being developed.

Marked increases in nearly all types of maternal and child-health services were reported by the State health agencies for the year ended December 31, 1938, as compared with the year 1937. The following selected figures are indicative of the gains made:

Activity	1938	1937	Percent gain, 1938 over 1937
Maternity service:			
Visits by expectant mothers to medical conferences	343,426	169,482	103
Field and office nursing visits to and by expectant mothers	671,790	502,693	34
Patients receiving nursing service at delivery	19,222	11,355	69
Midwife supervision—attendance at meetings	71,931	62,140	16
Infant hygiene:			
Visits by infants to medical conferences	563,008	380,155	48
Field and office nursing visits	1,444,950	1,089,142	33
Preschool hygiene:			
Visits of preschool children to medical conferences	501,981	384,675	30
Field and office nursing visits	1,130,262	944,274	20
Dental inspections	141,101	69,273	104
School hygiene:			
Examinations by physicians	1,853,196	1,734,988	7
Field and office nursing visits	3,364,328	2,979,144	13
Dental inspections	1,640,007	1,313,729	25
Immunizations:			
Smallpox	1,690,232	1,097,341	54
Diphtheria	1,172,804	897,218	31

Although significant gains have been made in extending maternal and child-health services, especially in rural areas, reports from State agencies also show striking evidence of need for further expansion. Although 69 percent of the 1,207 permanent medical prenatal clinics and 61 percent of the 3,735 permanent child-health conferences conducted or supervised by State health agencies have been established since social security funds became available, only one-sixth of the counties in the United States were reported in January 1939 to have a medical prenatal clinic, and less than one-third a medical child-health conference conducted by public-health agencies under the supervision of the State health department. Although approximately one-half of the funds expended through State plans for maternal and child-health services are used for the employment of public-health nurses, there were on January 1, 1939, 780 counties in the United States with no rural public-health nursing service.

Utilization of local practicing physicians—approximately 3,000—in local maternal and child-health programs has brought to several hundred thousand mothers and children a type of health supervision and care not otherwise available. It has also given the health officer the assistance and cooperation of local physicians in the promotion of public health. To such physicians it has brought the opportunity not only to examine and advise patients during the prenatal period instead of giving care only at delivery, but also to give children the continuing supervision that promotes growth and development and prevents disease and disability. The State health agencies are continuing to provide educational service for local physicians through postgraduate courses, through supervision and consultation service by staff obstetricians and pediatricians in the conduct of prenatal and child-health conferences, and through giving physicians the opportunity to observe well-conducted prenatal and child-health conferences.

Through its Maternal and Child Health Division and its regional medical and nursing consultation staff the Children's Bureau has continued to give advisory and informational service to State health agencies in the development of their maternal and child-health programs. A Negro pediatrician on the Division staff was assigned to Georgia from August 1, 1938, until nearly the end of the fiscal year for the postgraduate education of Negro physicians.

Maternity classes for expectant mothers, which supplement medical supervision and enable a large number of mothers to have nursing supervision during pregnancy, are being organized in an increasing number of areas. The number of nurses' visits to maternity patients, infants, and preschool children in 1938 was 30 percent greater than the number reported in 1937, whereas the number of nursing-service visits to school children increased only 13 percent. It has long been recognized that nursing services to maternity patients and preschool children are of even greater ultimate value to family health and the health of the community than services to the school-age group. The child who is born healthy and who is under continuous health supervision during infancy and early childhood has a good chance for normal health during his school years.

In each of 30 States areas have been selected in which nursing assistance at home deliveries is furnished on the physician's request. Various administrative methods have been established to provide for this service and to safeguard its quality. Local health departments have demonstrated that it can be offered to rural areas by utilizing staff nurses on general service or special maternity nursing service, by contract with a visiting-nurse association, or by engaging nurses in

private practice under the supervision of the State health agency. In selected areas and on an experimental basis, a few State health agencies are providing, for medically needy patients, complete medical and hospital care for the mother and child at the time of delivery.

Each year State health agencies are strengthening the nutrition aspects of the maternal and child-health program. At the close of the fiscal year all but one of the 24 State health agencies that had planned to employ nutritionists had one or more such workers on their staffs, and in approximately a dozen additional States the health agencies were cooperating with other State agencies which were carrying on educational programs in nutrition. The State nutrition consultant is responsible for assisting her professional coworkers in teaching nutrition effectively in the home, the health conference, and the school. Local public and private health agencies are also employing an increasing number of nutritionists.

The Children's Bureau and the State health agencies have continued to receive active assistance from the members of the Federal and State advisory committees on maternal and child-health services, and from national, State, and local organizations interested in the promotion of maternal and child health. Recommendations concerning the selection, training, and compensation of State and local personnel engaged in maternal and child-health services, including local practicing physicians paid for their services under the program, were made to the Children's Bureau by its Advisory Committee on Maternal and Child Health Services, which met in December 1938. The Committee also made recommendations concerning the use by State health agencies of expert advice available from professional groups or from individuals. These recommendations were transmitted to the State health agencies by the Children's Bureau. The State and Territorial health officers, in conference with the Children's Bureau in April 1939, adopted similar recommendations on personnel qualifications and recommended that State and local personnel newly employed after June 30, 1939, paid in whole or in part from maternal and child-health funds, should meet certain minimum qualifications. The Advisory Committee on Maternal and Child Health Services also recommended that the Children's Bureau obtain the cooperation of professional and administrative groups and of State health agencies in formulating standards for hospitals and maternity homes caring for mothers and children, and that attempts be made through State licensure and by other means to establish and maintain hospitals and maternity homes that conform to acceptable standards of care for mothers and children. The Children's Bureau subsequently gave advisory service to the States on standards for the licensing of mater-

nity hospitals and homes, and in April the State and Territorial health officers adopted recommendations relating to the regulation of maternity homes and hospitals by State health agencies.

SERVICES FOR CRIPPLED CHILDREN

The program of service for crippled children involves locating crippled children, providing diagnostic and treatment facilities and services, and providing convalescent care and other aftercare service. Registration has not yet reached a stage at which it can be used as a basis for allotment of Federal funds, but a number of States are approaching complete registration. The number of children on State registers on June 30, 1939, was 224,289, an increase of 77,783 over the number registered on June 30, 1938. On the assumption that the 10 States showing the highest ratios of crippled children to the population under 21 years of age are those with the most nearly complete registration, it is estimated that there are in the continental United States about 365,000 children whose condition would bring them within the State programs for crippled children.

State agency reports indicate that during the fiscal year 1938–39, 296 permanent diagnostic clinics conducted by orthopedic surgeons, usually in hospitals or medical centers, were in operation in 35 States. In addition, 572 itinerant diagnostic clinics were conducted in 38 States. Most of the clinics now have in attendance, in addition to the orthopedic surgeon, medical consultants for general physical examinations and for special services; medical social workers for consultation on social problems; physical-therapy technicians for muscle examinations and instruction of parents in methods of home treatment; State and local public-health nurses; and, frequently, local welfare workers.

Approximately 545 hospitals, nearly 90 percent of which were approved by the American College of Surgeons, were used during the year by State agencies for the care of crippled children. State agencies for crippled children, in establishing their own standards for the selection of hospitals, have used the standards recommended by the Advisory Committee on Services for Crippled Children appointed by the Secretary of Labor. An increasing number of hospitals have agreed to furnish hospital service on the basis of a uniform per diem rate that includes all charges except those for appliances and medical and surgical fees.

The number of children in convalescent homes on December 31, 1938, was 45 percent greater than at the close of 1937, and the number in convalescent foster homes was 100 percent greater. Placement in foster homes under medical social-work supervision with the aid of

a child-welfare agency and provision of medical and nursing supervision for children in foster homes received special emphasis during the year. More responsibility for the care of crippled children in their own homes is being placed upon local health and welfare units working in consultation with the staff of the State Crippled Children's Agency.

State agencies recognize that satisfactory aftercare for crippled children involving medical, social, nursing, and physical-therapy service is dependent upon thorough understanding of treatment given, outcome anticipated, and medical recommendations for continuing care. They are also beginning to direct more attention to planning for the care of children who do not need operative treatment and hospitalization—about 75 percent of the children examined at diagnostic clinics. Providing continuous service for these children in communities throughout the States presents difficult problems.

The following figures from the reports of State agencies show the increase in services in the calendar year 1938 as compared with 1937:

Activity	1938	1937	Percent gain 1938 over 1937
Clinic service (diagnostic or treatment):			
Admissions	98,777	76,811	29
Visits	268,786	193,404	39
Hospital care:			
Children under care during year	49,308	42,346	16
Days' care provided during year	1,631,866	1,323,441	23
Convalescent-home care, days of care provided	500,841	380,405	32
Foster-home care, days of care provided	114,240	57,843	98
Public-health nursing, field and office visits	243,463	202,351	20
Physical therapy, field and office visits	343,122	189,147	81
Social service, admissions to case-work service	28,706	[1] 9,461	
Children referred for vocational rehabilitation	4,920	3,654	35

[1] 6 months only.

In the fiscal year, 37 States were able to match in full the Federal funds allotted for grants for services for crippled children, as compared with 32 in the fiscal year 1937–38. The $1 million authorized for grants to States without regard for matching will, in accordance with the 1939 amendments to the Social Security Act, be allotted on the basis of need and will greatly strengthen the program in the States which have not been able to match the Federal funds offered.

Of the Federal funds available for grants to States each year, part is reserved for allotment on the basis of a State's special need, such as an epidemic of infantile paralysis, an especially large number of children in need of care, or costs greater than the average. In March 1939 the number of cases of infantile paralysis in South Carolina began to increase and soon reached epidemic proportions. On request, the Assistant Director of the Crippled Children's Division of the Children's

Bureau served for several weeks as the Acting Director of the Division of Crippled Children of the State Board of Health to develop a State-wide program for the diagnosis and treatment of children afflicted with acute poliomyelitis. In addition, the Children's Bureau arranged for an additional allotment of Federal funds to South Carolina to meet the increased needs during the epidemic.

The Crippled Children's Division and its regional staff of medical, nursing, and medical social-work consultants work closely with the State agencies for crippled children in formulating State plans and developing programs. A study of the Michigan State program for crippled and afflicted children was begun at the request of the Michigan Crippled Children Commission.

The Advisory Committee on Services for Crippled Children, at its meeting in December 1938, made recommendations to the Children's Bureau relating to the quality of care and development of diagnostic services, hospital care, and aftercare. It recommended that decisions on the eligibility of children for treatment be based on the estimated cost of medical care in relation to the social and economic resources of the family. The State and Territorial health officers, in their conference with the Children's Bureau in April 1939, made recommendations on personnel similar to those for the maternal and child-health program (see p. 156). In regard to the coordination of maternal and child-health and crippled children's services, they recommended that State services for crippled children be administered by State health agencies. As of June 30, 1939, the types of State agencies administering services for crippled children were: health departments, 26; welfare departments, 14; crippled children's commissions, 5; departments of education, 4; university hospitals, 1; and an interdepartmental committee, 1.

CHILD-WELFARE SERVICES

The objective of part 3 of title V of the Social Security Act is the organization of child-welfare services, under the supervision of State welfare departments, in predominantly rural areas. Federal funds can be used to pay part of the cost of local child-welfare services, but, since funds are limited, the State welfare agencies select the local areas in which the program is to be developed and depend upon increasing State and local contributions to make possible extension of the program into new areas. During the fiscal year the program was in operation in all the States and Territories covered by the act, except Wyoming.

Most of the service by child-welfare workers is furnished to children in their own homes—children in danger of becoming delinquent because of their environment; children who present conduct problems in the school, the home, or the community; children in need of treat-

ment or special training because of physical handicaps; mentally defective children for whose care plans must be made; and children whose home conditions threaten their physical or social well-being. The provision of boarding-home or foster care has not played a large part in the child-welfare service program.

On June 30, 1939, in 45 States, 394 child-welfare workers, under the supervision of local welfare boards or officials or directly under the State welfare department, had been assigned to 468 counties; in 4 New England States and Alaska, 12 child-welfare workers had been assigned to 10 areas including 153 towns; and in 8 States, 53 State workers were giving some case-work service to individual children in districts covering approximately 690 counties as a part of their work in developing interest in child-welfare programs and in the employment of a county child-welfare worker. In sum, a total of 459 child-welfare workers—an increase of 56 over the preceding fiscal year—were employed in covering 478 local areas with intensive case-work service for children and 690 areas with more scattered service. For the child-welfare service program State welfare agencies employed, during the fiscal year, 202 full-time and 82 part-time professional workers. These figures do not include the entire personnel in State welfare departments rendering service to children, since the Federal aid program for child-welfare services is supplementary to other State work for children.

Since the Social Security Act went into effect there has been a marked increase in the number of States that have established within their welfare agencies a division for the administration and supervision of child-welfare activities. There are now 40 State welfare agencies, as compared with 27 in 1936, that have administrative units with definite responsibilities for services for children. There has also been an increase in the number of States that have placed upon county welfare departments legal responsibility for furnishing preventive and protective services to dependent and neglected children and children in danger of becoming delinquent.

As in previous years, the services of child-welfare workers in dealing with the special needs of children have been made available to public-assistance and relief agencies, to health agencies, and to agencies providing services for crippled children. Four years of cooperation at Federal, State, and local levels and the use of Federal funds have brought a gradual coalescence of services for children in rural areas. The trend toward localization of responsibility for the care and protection of children has also continued. Some States whose original plans for child-welfare services were on a district basis have now

decided that the quality of service cannot be safeguarded if local workers cover too large an area. In many instances in which demonstrations of child-welfare services were financed at first almost entirely with Federal funds, State or local funds have since been made available either to take over the unit or to pay a substantial part of the worker's salary and travel costs.

Fourteen State welfare agencies have been utilizing child-welfare service funds for employing a supervisor or director of training as a means of improving the quality of service for children in local communities. Most of the States have used one or more of the following procedures for training personnel: Staff supervision; educational leave for supplementary training at schools of social work; local training units with special staffs to which workers from other counties and sometimes students from schools of social work come for periods of training; conferences, institutes, and discussion groups; and, occasionally, leaves of absence for specially qualified persons to enable them to go to a selected agency for several months to improve their case-work service to children.

The Children's Bureau, through its Child Welfare Division and regional consultation service, has worked with State welfare agencies in the preparation of State plans and has given advisory service throughout the year on the development of the program. The consultant on Negro child-welfare problems gave intensive service in Alabama, Kentucky, Tennessee, Virginia, and the District of Columbia.

The Child Welfare Division submitted to the Special Advisory Committee on Training and Personnel for Child-Welfare Services (Children's Bureau) and for Public Assistance Programs (Social Security Board) a report in two sections, one on administrative policies in regard to training and one on State developments in improving the quality of service to children. The report, which included an expression of opinion by students receiving educational leave through Federal funds as to the strengths and weaknesses of their school experience, was submitted at the Committee's meeting of January 29, 1939, during the convention of the American Association of Schools of Social Work. The subcommittee on case recording, which is concerned with the development of case records for public agencies, met twice during the year—in New York City in February and in Buffalo in June. Led by the Assistant Director of the Child Welfare Division, the Committee's membership represents Connecticut, Florida, Indiana, Louisiana, New Jersey, New York, Oregon, Pennsylvania, and Wisconsin.

PUBLIC-HEALTH SERVICES

The United States Public Health Service is charged with the responsibility of administering grants-in-aid to the several States for public-health work, as authorized by title VI of the Social Security Act, and also with the responsibility of conducting scientific research in the field of medicine and public health.

The achievements in the establishment and improvement of health services in the 3 years and 5 months since funds first became available for this purpose have been unequaled in any similar period of time.

Experience has shown, and most State health authorities have realized, that if specific causes of morbidity and mortality are to be controlled most effectively, the attack must be made through local health units, directed by a whole-time medical officer and staffed by an adequate number of full-time employees who are trained in the various required techniques. On January 1, 1935, there were 594 counties in the United States that had local health departments under the full-time direction of a medical health officer. Under the stimulus of Federal grants on a matching basis, the number of such counties in 1939 reached a total of 1,371—an increase of 130.8 percent.

This expansion of basic services on the local level has been achieved through the use not only of Federal grants but also of State and local appropriations. On January 1, 1939, annual appropriations from State and local sources for health work, in the cooperative projects only, totaled $44,861,322—an increase of more than $13,000,000 in 4 years.

Provision of a health department directed by a medical officer and staffed by trained, full-time personnel is a necessity for adequate health service. However, the number of such persons in a health department may and does vary from one—sufficient to deliver only the barest minimum of service—to a complete staff organized to operate health services in all the approved specialties.

One significant result of the Federal grants-in-aid program has been the increase of personnel in established health departments to improve the quality and widen the scope of activities. These additions have been made in both State and local offices but particularly at the State level. Thirty-seven State departments now have divisions or bureaus concerned with the promotion and supervision of local health services; 27 have bureaus or divisions of industrial hygiene; 35 have dental units or bureaus; 17 carry on pneumonia-control programs; 5 State departments have cancer-control programs; and nearly all States have improved their public-health nursing, engineering, and vital-statistics functions.

Probably one of the most gratifying results of the grants-in-aid program has been the large number of individuals who have received technical training for positions in official health departments. From February 1936 to the close of this fiscal year, public-health training for some 5,400 individuals was provided, in whole or in part, from Federal funds. Approximately 1,500 of these individuals received such training during the fiscal year. Among them have been some 1,200 medical officers, 2,600 nurses, 270 engineers, 820 sanitarians, 272 laboratory technicians, 13 dentists, and 38 statisticians. This program of training for particular types of work is one of the soundest carried out in present-day public-health practices and is an essential to the development of full health protection for all the people.

The development of public-health administration in the United States has until very recently been restricted, in general, to provision of the basic preventive services, and to therapeutic measures only when active therapy of the afflicted was the best method of protecting the healthy population. Within the last few years, however, there have been incessant demands and increased realization that official health agencies should be concerned not only with the protection of the public from attacks of preventable disease but also with the organization of forces within the various communities in order to minimize the losses of life, earning power, and time from all types of existing disease. A beginning has been made by the participation of some official health agencies in the treatment of trachoma, pneumonia, malaria, and cancer, and it is probable that this type of activity will play an increasingly important role in future programs of official health agencies.

VOCATIONAL REHABILITATION

The national program for vocational rehabilitation of the physically disabled is administered by the Federal Office of Education in cooperation with the States. Vocational rehabilitation of physically handicapped persons was initiated, and is maintained, under a special act of Congress approved June 2, 1920. The Social Security Act, approved August 14, 1935, increased the authorization of appropriations and placed the authorization on a permanent basis. It provided, also, for further development of the program. Amendments to the Social Security Act, approved August 10, 1939, increased the authorization of appropriations for aid to the States to the sum of $3,500,000 annually, and the authorization of annual appropriations for administration of the program by the Federal Office of Education to the sum of $150,000.

To receive the Federal grants States must expend from State or local funds, under the supervision of the State Board for Vocational Education, an amount at least equal to the amount expended from Federal funds. The State services of rehabilitation are administered under plans approved by the Federal Office of Education which show the qualifications of State professional personnel, policies for providing services to handicapped persons, and the plan of organization and administration of the State program.

Vocational rehabilitation service in the States is available to persons who are handicapped vocationally through disease, injury, or congenital causes. To be eligible for the service the disabled person must be of employable age, have actual or potential work capacity, be of sound mind, and be willing to cooperate in his rehabilitation.

State departments of rehabilitation render service on a "case" basis but do not maintain institutions, schools, classes, or shops. They do, however, purchase or obtain for their clients such services as are needed. These services include vocational counsel and advisement; assistance in obtaining services to remove or alleviate the physical disability; vocational training for a specific job or occupation; and placement in employment upon completion of training for the occupation selected. After placement all cases are kept under observation to ensure successful rehabilitation.

Federal and State matching funds may be used for administration and supervision of the service, for tuition, instructional supplies or equipment, artificial appliances, travel, and medical or other examination of trainees. The funds cannot be used for living expenses or physical restoration of the persons served.

At present the rehabilitation program provides a service which prepares disabled persons for and places them in normal competitive employment. It is definitely an educational service which assists the handicapped person to adjust or readjust himself to normal self-supporting employment. However, the extension of the program through amendment of the Social Security Act was promoted with the object that provision might also be made for assisting disabled persons who can be prepared only for sheltered or partial employment. Plans are now being considered by the Office of Education to devise the best means of accomplishing this desirable objective.

The status of 47,843 persons in process of rehabilitation at the close of the fiscal year 1937–38 is shown in the following tabulation:

Status	*Number of persons*
Total	47, 843
Eligible for service, under advisement	16, 635
In training	15, 955
Undergoing physical restoration, including fitting of artificial appliance	1, 692
Training interrupted	3, 021
Awaiting placement after training	4, 924
Awaiting placement after physical restoration or fitting of appliance	1, 365
Awaiting placement or adjustment without training	1, 671
In employment, being observed	2, 580

The scope of the rehabilitation program in 46 States, the District of Columbia, Hawaii, and Puerto Rico is indicated by the following statistics taken from reports for the fiscal year ended June 30, 1938, the last year for which complete data are available.

Seventy-five percent of the individuals rehabilitated during the year were males, 42 percent were over 30 years of age, 31 percent were married, and 38 percent had one or more dependents. Fourteen percent had less than six grades of education. Forty-six percent of the cases received guidance, training, and placement; 20 percent, guidance, training, other service, and placement; and 27 percent, guidance, other service, and placement. "Other service" means fitting with an artificial appliance, physical restoration, adjustment of compensation, or social service. Sixty percent of the cases received service extending over periods ranging from 13 to 37 months. The costs of service for 17 percent of the cases were less than $50; for 14 percent, between $50 and $100; for 25 percent, between $100 and $150; for 11 percent, between $150 and $200; and for 22 percent, more than $200.

Seventy-two percent of the individuals were earning more than $14 a week at the time they were rehabilitated; and 20 percent, more than $24 a week. Experience has shown that more than 85 percent of those rehabilitated in preceding years remained in continuous employment and that a majority of them received promotions or increases in wage.

SUPPLEMENTARY DATA

July 1–October 31, 1939

DEVELOPMENTS significant for the social security program which occurred shortly after the close of the fiscal year are summarized in this section, together with available data on major operations in the programs for old-age and survivors insurance, employment security, and public assistance. Information on these and other aspects of the social security program is published currently in the monthly Social Security Bulletin.

FEDERAL SECURITY AGENCY

The provisions of the Reorganization Act of 1939 (Public, No. 19, 76th Cong., approved April 3, 1939) and the President's Reorganization Plan No. 1 (effective July 1, 1939, under Public Res. 20, 76th Cong., approved June 7, 1939) established the Federal Security Agency which comprises the Social Security Board; the Public Health Service, formerly under the Treasury Department; the Office of Education, formerly under the Department of the Interior; the Civilian Conservation Corps; and the National Youth Administration, formerly under the Works Progress Administration. The reorganization plan also affected the administration of the Wagner-Peyser Act by transferring the United States Employment Service to the Social Security Board, for integration with the Board's unemployment compensation functions; by abolishing the office of Director of that Service; and by transferring to the Federal Security Administrator all functions relating to the administration of that Service formerly delegated to the Secretary of Labor.[1] The appointment of Paul V. McNutt, formerly Governor of Indiana and more recently High Commissioner of the Philippine Islands, as Administrator of the Federal Security Agency was confirmed by the Senate on July 12, 1939.

AMENDMENTS TO THE SOCIAL SECURITY ACT IN 1939

Reference has been made to the recommendations of the Social Security Board, transmitted to the Congress by the President on January 16, 1939, and to the Report of the Advisory Council on Social

[1] The second plan on Government reorganization transferred to the Federal Security Agency, for administration in the Office of Education, the Film and Radio Services of the former National Emergency Council. It also transferred to the Federal Security Agency participation by the Government in the work of the American Printing House for the Blind.

Security, published on December 10, 1938. These recommendations were transmitted to the Committee on Ways and Means of the House of Representatives and the Committee on Finance of the Senate. On February 1, 1939, the former Committee began hearings on the whole subject of amendments to the Social Security Act. Over a period of several months the Social Security Board was represented at the hearings by Arthur J. Altmeyer, Chairman of the Board. George E. Bigge, member of the Board, and W. R. Williamson, Consulting Actuary, also testified. On June 2, 1939, the Social Security Act Amendments of 1939 were reported favorably to the House of Representatives by the Committee on Ways and Means. After considerable debate the bill (H. R. 6635) was passed by the House on June 10, 1939, by the overwhelming vote of 361 to 2. Hearings were held in June by the Senate Committee on Finance, and the bill was reported to the Senate with amendments, debated, and finally passed by the Senate on July 13 by the vote of 57 to 8. After lengthy consideration by the conference committee, the amendments in disagreement were reconciled on August 4 and accepted by the House on August 4 and the Senate on August 5. The bill (Public, No. 379, 76th Cong.) was signed by the President on August 10.

The changes effected by the Social Security Act Amendments of 1939 are substantial and comprehensive in that they modify all titles of the original act. The most important changes are those dealing with the Federal old-age insurance program, which was revised and expanded to form a program for Federal old-age and survivors insurance. Other amendments related to the Federal-State systems of unemployment insurance and public assistance. The amendments also increased the amounts authorized for Federal grants to States for maternal and child health, crippled children, child welfare, vocational rehabilitation, and public health, under programs of the Social Security Act directed by Federal agencies other than the Social Security Board.

FEDERAL OLD-AGE AND SURVIVORS INSURANCE

In amending the Social Security Act, the old-age insurance program was revised in six important respects:

1. The payment of monthly benefits is advanced to January 1, 1940;
2. Eligibility requirements in the early years are liberalized to permit those who have attained age 65 to qualify for benefits in 1940 or shortly thereafter;
3. The average benefits payable in the early years are increased;
4. Protection is extended to the aged wife and dependent children of beneficiaries and to certain survivors of insured workers;

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5. A Federal old-age and survivors insurance trust fund is created, to be supervised by a Board of Trustees; and
6. The old-age insurance tax on workers and employers is continued at 1 percent of taxable wages and 1 percent of pay rolls for the 3 calendar years 1940–42.

When the Social Security Act was passed in 1935, it was thought that a period of at least 5 years would be required to establish the administrative machinery by means of which monthly old-age benefits might be paid promptly and with reasonable facility. Since administrative procedures have been perfected more quickly than had been considered possible, payment of monthly benefits can readily be undertaken by January 1, 1940.

Chart 31 outlines major aspects of the 1935 and 1939 provisions of the Federal old-age insurance system.

Benefits

The practical objective of the old-age insurance provisions is to prevent old-age dependency. The effectiveness of the program will be measured by the extent to which it enables the worker to maintain himself in his old age and to protect his wife and children in case of his death without need for public assistance or general relief. This practical objective necessitates the recognition that payments for a beneficiary with an aged wife or young children should be larger than those for an individual who does not have such dependents; and that the benefits of a worker who has had low wages should be larger in proportion to his contributions than those of an individual whose earnings have been higher. These objectives are achieved under the amendments in two ways. First, benefits are related to average wages rather than accumulated wages, according to a formula which gives a relatively higher benefit to those with lower earnings; this change has the effect of increasing the amounts payable in the early years and of relating benefits more closely to the wage loss incurred by retirement from active employment. Second, supplementary benefits related to the wage earner's benefit are provided for a wife aged 65 or more and for dependent children aged less than 16, or 18 if they are regularly attending school. This change recognizes the greater presumptive need of families in which the wage earner has such dependents.

Chart 32 and appendix table B–2 give illustrative examples of the benefits payable with respect to various amounts of average wages and years of coverage under the insurance plan. Benefits under the amended program are based on the average monthly wage of the worker as defined in the act. Under the original law, benefits were

primary annuitant, wife,
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title II, sec. 209 (a) of the

based on a cumulative wage total. The total-wage basis was not satisfactory since it would result in inadequate benefits for persons who were old when the program became effective and for the survivors of young workers whose wage records would be short. The average-wage basis maintains a closer relationship between the amount of a worker's benefits and his rate of earnings before retirement or death. To the benefit computed on the basis of the average wage, increments are added for each year of coverage, so that the person who has contributed to the system for a long time still receives a benefit higher than that of a person whose period of coverage has been short.

The scope of the protection is further increased by a change in the type of payment made in the event of death. Under the original act, the lump-sum payment to the estate of a deceased covered worker represented approximately the amount of contributions the worker had paid minus any benefits he had drawn. Consequently, protection against wage loss resulting from the death of the wage earner was inadequate in most cases. Furthermore, the death payment in the original act tended to be in inverse ratio to presumptive need; i. e., even after the system had been in operation many years, the death payment would amount to very little for the survivors of the young worker who had been in the system a relatively short time but who would be likely to have young children dependent upon him. On the other hand, the payment would have been relatively large for the worker who had been in the system for a long time and whose children presumably would have had time to grow up and become self-supporting. Clearly, the death payment was not related to social adequacy but was based on a "money-back" principle, assuring to the estate of the contributing worker total cash benefits somewhat greater than the amount which he had paid in taxes. Finally, payment of a lump sum was not satisfactory because the protection was not continued during the dependency of the survivor.

The amendments eliminate most of the lump-sum payments and substitute current monthly protection for the survivors of deceased workers whose probable need is greatest. Instead of promising the contributing worker that in the event of his death his estate will receive a lump-sum return of his contributions, the new plan gives monthly benefits to widows aged 65 or over; to widows caring for children of the deceased who are aged less than 18 and to such children; and, when no widow or children under 18 survive the deceased wage earner, to dependent parents aged 65 or over. Monthly benefits payable to these survivors are related to the average wages the deceased worker had received in covered employment and the length of his covered employment. The benefits (see appendix table B–3

CHART 31.—*Old-age and survivors insurance: Provisions enacted in 1935 and in the 1939 amendments to the Social Security Act*

Provision	1935 act	1939 amendments
Monthly benefits first payable	January 1942	January 1940.
Age limits for persons qualifying for monthly benefits.	Must have attained age 65 at some time after Jan. 1, 1941.	Age 65 or over for all old-age benefits (primary annuitant, wife, widow, or dependent parents). Under 16, or 18 if still in school, for dependent children. No age limits for widows with dependent children.
Contribution rates of workers and of employers (percentage of pay rolls).	1 percent, 1937–39 1½ percent, 1940–42 2 percent, 1943–45 2½ percent, 1946–48 3 percent, 1949 and thereafter	1 percent, 1939–42; 2 percent, 1943–45; 2½ percent, 1946–48; 3 percent, 1949 and thereafter.
Excepted employment	Employment after age 65; employment in agriculture, private domestic service, government, certain nonprofit organizations; maritime employment, etc.	Nearly the same except that employment after age 65, employment in national banks, and some maritime employment are covered.
Total monthly benefits payable with respect to 1 person's wages:		
Minimum	$10	$10 for primary annuitant; $15 for primary annuitant and 1 dependent (aged wife or dependent child); $20 for annuitant and 2 or more dependents. $10 for widow aged 65 or over without dependent child. $12.50 for widow and 1 dependent child; $17.50 for widow and 2 dependent children; $20 for widow and 3 or more dependent children. If no widow survives, $10 for 1 or 2 dependent children; $15 for 3, $20 for 4 or more. $10 for 1 or both wholly dependent aged parents.
Maximum	$85	$85, or twice primary benefit, or 80 percent of legally defined average monthly wage, whichever is least. (These maximums are not imposed on total benefits of less than $20 and may not reduce total of benefits below $20.)
Formula for computing primary monthly benefit	½ of 1 percent of first $3,000 total wages,[1] plus 1/12 of 1 percent of next $42,000, plus 1/24 of 1 percent of next $84,000.	*a.* 40 percent of first $50 of legally defined average monthly wage plus 10 percent of average monthly wage in excess of $50 but not over $250, plus *b.* 1 percent of amount computed under (*a*) for each year in which wages [2] of $200 were received.
Supplementary benefits:		
Wife aged 65 or over	None	50 percent of primary benefit.
Dependent child	None	50 percent of primary benefit.
Survivors and lump-sum death payments:		
1. Lump-sum death payments	Amount equal to 3½ percent of total wages less monthly benefits received.	Amount equal to 6 times the primary benefit, provided that the deceased worker was fully or currently insured and left no widow, child, or parent who would, on filing application in the month of his death, be entitled to a monthly survivors benefit for such month.
2. Monthly benefits to survivors of a fully insured individual:	None	
(*a*) Widow aged 65 or over		75 percent of primary benefit.
(*b*) Widow having dependent child		75 percent of primary benefit.
(*c*) Each dependent child		50 percent of primary benefit.
(*d*) Each wholly dependent aged parent (if no widow or unmarried child under 18 survives).		50 percent of primary benefit.
3. Monthly benefits to survivors of currently insured individuals:	None	
(*a*) Widow having dependent child (in addition to child's benefits).		75 percent of primary benefit.
(*b*) Each dependent child		50 percent of primary benefit.
Payment to workers failing to qualify for monthly benefits.	Lump-sum payment amounting to 3½ percent of total credited wages payable at age 65.	None.
Eligibility requirements:		
(*a*) Fully insured	$2,000 cumulative wages received; 1 day of covered employment in each of 5 years after 1936 and before age 65.	Wages of at least $50 paid in each of 40 quarters or in ½ as many quarters as the number elapsing after 1936 or after attainment of age 21, whichever is later, and before attainment of age 65 or death, whichever is earlier. Minimum, 6 quarters.
(*b*) Currently insured	None	Wages of at least $50 paid for each of at least 6 out of the 12 quarters immediately preceding the quarter in which death occurred.
Monthly benefit not payable	For months when in "regular employment" for which wages have been paid.	For months in which: (*a*) Services are rendered for wages of $15 or more; (*b*) Widow under age 65 has no dependent child in her care; (*c*) Children between 16 and 18 are not regularly attending school.

[1] "Wages" is used in this column as referred to in sec. 202 (a) (1) and defined in sec. 210 of the Social Security Act of 1935.

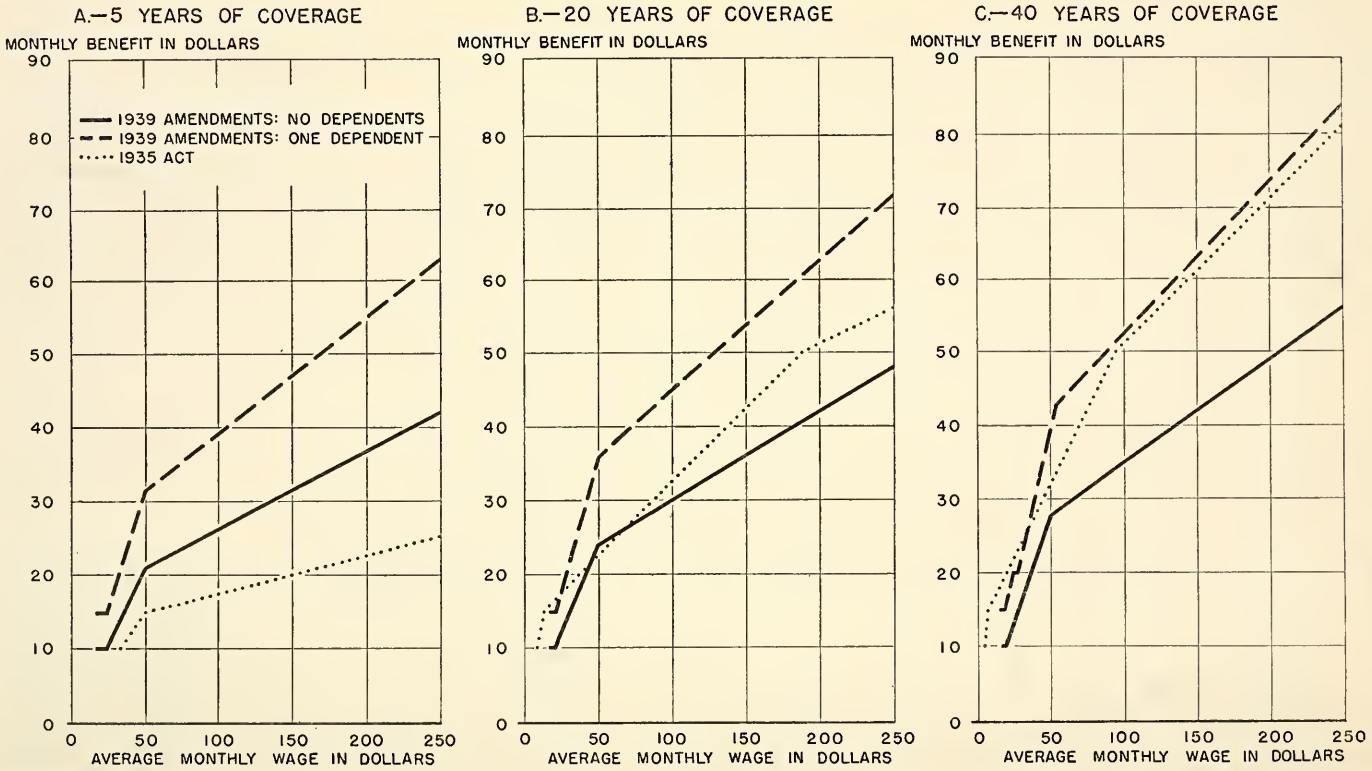
[2] "Wages" is used throughout this column as defined in title II, sec. 209 (a) of the Social Security Act as amended in 1939.

based on a cumulative wage total. The total-wage basis was not satisfactory since it would result in inadequate benefits for persons who were old when the program became effective and for the survivors of young workers whose wage records would be short. The average-wage basis maintains a closer relationship between the amount of a worker's benefits and his rate of earnings before retirement or death. To the benefit computed on the basis of the average wage, increments are added for each year of coverage, so that the person who has contributed to the system for a long time still receives a benefit higher than that of a person whose period of coverage has been short.

The scope of the protection is further increased by a change in the type of payment made in the event of death. Under the original act, the lump-sum payment to the estate of a deceased covered worker represented approximately the amount of contributions the worker had paid minus any benefits he had drawn. Consequently, protection against wage loss resulting from the death of the wage earner was inadequate in most cases. Furthermore, the death payment in the original act tended to be in inverse ratio to presumptive need; i. e., even after the system had been in operation many years, the death payment would amount to very little for the survivors of the young worker who had been in the system a relatively short time but who would be likely to have young children dependent upon him. On the other hand, the payment would have been relatively large for the worker who had been in the system for a long time and whose children presumably would have had time to grow up and become self-supporting. Clearly, the death payment was not related to social adequacy but was based on a "money-back" principle, assuring to the estate of the contributing worker total cash benefits somewhat greater than the amount which he had paid in taxes. Finally, payment of a lump sum was not satisfactory because the protection was not continued during the dependency of the survivor.

The amendments eliminate most of the lump-sum payments and substitute current monthly protection for the survivors of deceased workers whose probable need is greatest. Instead of promising the contributing worker that in the event of his death his estate will receive a lump-sum return of his contributions, the new plan gives monthly benefits to widows aged 65 or over; to widows caring for children of the deceased who are aged less than 18 and to such children; and, when no widow or children under 18 survive the deceased wage earner, to dependent parents aged 65 or over. Monthly benefits payable to these survivors are related to the average wages the deceased worker had received in covered employment and the length of his covered employment. The benefits (see appendix table B–3

CHART 32.—*Old-age and survivors insurance: Monthly benefits payable at age 65 under 1935 provisions and under 1939 amendments to workers with specified wages and years of coverage* [1]



[1] See table B–2.

for illustrative examples) partially compensate for the wage loss suffered by reason of the individual's death.

Eligibility

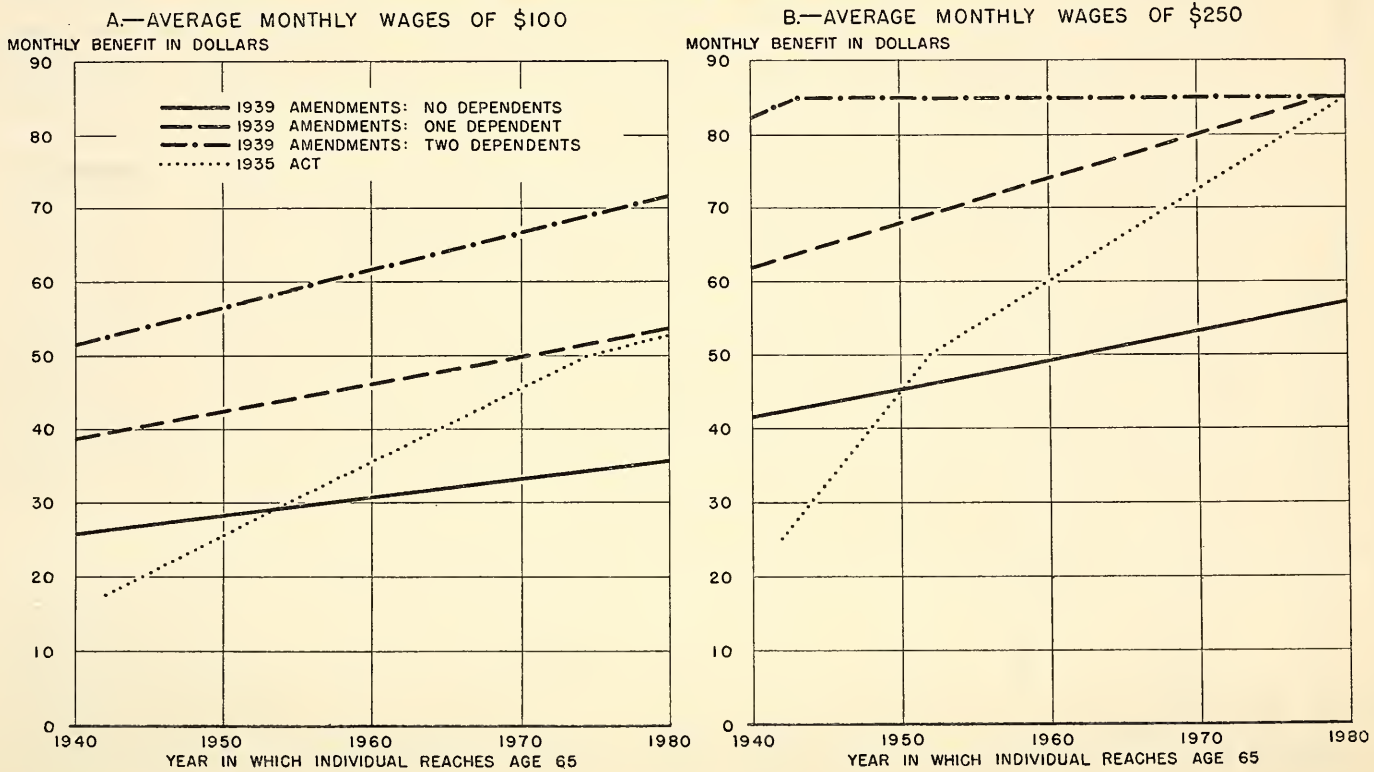
Eligibility for benefits as well as the amount of the benefit is based upon the individual's wage record in covered employment. As under the original act, benefits are based on these same wages. By relating benefits to previous earnings, the contributory system preserves self-reliance and individual initiative in its provisions for old-age security. The relation between contributions and benefits also provides a safeguard against reduction of benefits as well as against excessive liberalization of benefits and facilitates the financing of a social insurance system by means of an equitable distribution of costs over a long period of time.

In general, the insured worker's average wage is determined by dividing the total amount of his wages included under the insurance system by approximately the number of months in which he could have been under the system before he retired or died. The monthly benefit represents 40 percent of the first $50 of the average monthly wage, plus 10 percent of any amount by which average wages exceed $50 and do not exceed $250 a month. To this amount is added 1 percent for each year in which the individual has received $200 or more in wages. This formula thus recognizes two principles: The social desirability of paying proportionately larger benefits to low-paid workers, and the practical desirability of paying benefits in relation to the amount of earnings and duration of employment.

The qualifying requirement under the original law—total wages of at least $2,000 from covered employment, with some of these wages from covered employment in each of 5 separate calendar years—has been changed. Persons already old who would have been excluded under the original act are now enabled to qualify for old-age benefits. As time goes on the requirements of periods of covered employment become more exacting in order to limit benefits to persons who have participated substantially. The original law excluded employment after age 65; the amendment which allows credit for employment after age 65 is retroactive to January 1, 1939. This change permits many additional older workers to qualify for benefits during the first few years of benefit payments.

For certain of the survivorship benefits—those granting protection to children under age 18 and to widows who are caring for them—the qualifying requirements for the future as well as the present are relatively easy to fulfill. For his survivors to be eligible for such benefits, a wage earner must have been a recent participant in the system but

CHART 33.—*Old-age and survivors insurance: Monthly benefits payable at age 65 under 1935 provisions and under 1939 amendments to workers with specified wages, 1940–80* [1]



[1] See table B–2.

he need not have built up an extensive wage record over a long period. This provision affords protection against the risk of death to wage earners whose need for such protection is likely to be the greatest. This measure provides protection to families of workers who have had a substantial amount of covered employment in the 3 years before death, without requiring the more stringent conditions necessary in the provisions for old-age benefits to safeguard the system from the excessive costs which might otherwise be occasioned by persons who entered it late in life in order to obtain retirement benefits.

The general basis of the new eligibility requirements is that a worker, to be "fully insured," must have had a quarter of coverage for each 2 calendar quarters in which he might have been in the system before the quarter in which he attains age 65 or dies. To have a quarter of coverage, a person must receive in the quarter at least $50 in wages from covered employment. The measuring period begins with January 1, 1937, when the system became operative, except for persons who were aged less than 21 at that time; for these latter, the measuring period begins with the first quarter after that in which age 21 is attained. A minimum of 6 quarters is required. A person who has had 40 quarters of coverage will be "fully insured" even though that number is less than half the number of quarters in which he might have been covered. Fully insured status is requisite for the monthly benefits payable to workers at age 65 and to the aged wives and children of beneficiaries and for the monthly benefits payable to aged widows or, in certain circumstances, the aged parents of deceased workers. An individual is "currently insured" if he has had wages of $50 or more for at least 6 of the 12 quarters immediately preceding the quarter in which he died. Benefits are payable to the children of a deceased worker who was currently insured and to his widow while she has custody of his children. Lump-sum payments, of limited amounts, will be made with respect to persons who die after 1939 only when there is no survivor entitled to a monthly benefit for the month in which death occurred. For a summary of qualifying conditions for the various types of benefits, see chart 31.

Financial Provisions

Certain amendments were adopted which affect the financial framework of the old-age insurance system. First, for the old-age reserve account there is substituted, as of January 1, 1940, the Federal old-age and survivors insurance trust fund, with the Secretary of the Treasury, the Secretary of Labor, and the Chairman of the Social Security Board as trustees. The trustees will report to Congress annually on the operation and status of the fund. Special reports are to be made

whenever the trustees are of the opinion that the fund is unduly small or that it exceeds three times the highest annual expenditure anticipated in the ensuing 5-fiscal-year period. The Secretary of the Treasury will serve as managing trustee of the fund. All assets credited to the reserve account are transferred to the trust fund, and amounts equal to the full collection of the old-age and survivors insurance taxes are appropriated to the fund. Administrative costs of the system are to be met from the trust fund.

That portion of the fund not needed to meet current claims or administrative expenses of the program is to be invested, as under the 1935 provisions, in obligations of or guaranteed by the United States. These obligations may be purchased at the market price or obtained on original issue at par. If the managing trustee determines that such acquisition of securities is not in the public interest, special obligations may be acquired at par. In lieu of the former provision of law specifying 3-percent interest on special certificates placed in the old-age reserve account, the interest on such special certificates will be at the current average rate of interest borne by all outstanding interest-bearing obligations composing the public debt (as provided for the unemployment trust fund), and there is no minimum limit for the yield on regular securities.

The present tax schedule is amended so that the current rate of 1 percent on employers and 1 percent on employees is continued until 1943. Postponement of the previously scheduled tax increase will save employers and workers about $275 million for 1940, or a total of $825 million for the 3 years 1940–42. No change, however, has been made in the tax rates for subsequent years. Employers and employees will each pay at a rate of 2 percent in 1943–45, 2½ percent in 1946–48, and 3 percent in 1949 and thereafter. The sections of the Internal Revenue Code containing the taxing provisions which were formerly included in title VIII of the Social Security Act have been named the Federal Insurance Contributions Act.

Coverage

Several changes were made with respect to the coverage of the insurance plan. About 1.6 million additional workers were included by removing the exemption of certain maritime employment, of employment after age 65, and of employment in certain governmental instrumentalities, such as national banks, State banks which are members of the Federal Reserve System, and Federal building and loan associations. On the other hand, certain employments have been specifically excluded, notably some borderline types of agricultural labor.

Important changes in coverage are, in summary, as follows:

1935 provisions	*1939 provisions*
Employment in what in general may be termed industry and commerce.	Employment in what in general may be termed industry and commerce. Maritime service on American vessels. Service by employees in national banks, building and loan associations, etc.

The following forms of employment are excepted:

1935 provisions	*1939 provisions*
Service covered by the Railroad Retirement Act excluded by amendment in that act.	Service covered by the Railroad Retirement Act.
Casual labor not in the course of the employer's trade or business.	Casual labor not in the course of the employer's trade or business.
Service for religious, charitable, educational, or certain other organizations not conducted on a profit-making basis.	Service for religious, charitable, educational, and certain other organizations not conducted on a profit-making basis (with certain extensions and modifications).
Service on both American and foreign documented vessels.	Service on foreign vessels and certain fishing vessels of less than 10 tons.
Agricultural labor.	Agricultural labor—the term is defined so as to clarify its meaning and extend exemption to certain services which, though not previously exempt, are closely related to farming activities.
Domestic service in a private home.	Domestic service in a private home, local college club, fraternity, or sorority.
Service in the employ of Federal, State, or local government or instrumentalities.	Service in the employ of Federal, State, or local government or instrumentalities—but with important limitations, so that banks, building and loan associations, and certain other organizations will now be covered. Service in the employ of a foreign government or its instrumentalities. Certain services where the remuneration is nominal and for voluntary fraternal and beneficiary associations; for schools and colleges by regular students; and for hospitals by internes and nurses in training. Family employment—for son, daughter, or spouse; or for a parent if the worker is under 21. Service by newsboys under 18.

Administrative Procedures

The 1939 amendments also include several administrative changes affecting the Federal old-age and survivors insurance system. Employers are required to furnish to each of their employees a written statement in a form suitable for retention by the employee, showing, after December 31, 1939, the amount of the tax deducted and also the amount of the wages paid. These statements must be furnished at least once a year—more frequently if the employer wishes—and in any case they must be furnished when the worker leaves a job. The Social Security Board is directed to maintain the wage records and, upon request, to inform any wage earner (or after the wage earner's death, his wife, child, or parent) of the amount of his credited wages. The records are declared to constitute evidence of the amount of credited wages and the periods of payment, and the absence of an entry for any period constitutes evidence that no wages were paid in such period, except that such records are to be corrected within a period of 4 years if satisfactory evidence of errors or omissions is presented. After the expiration of the fourth year the record shall be conclusive, except that the Board is authorized to correct the records to conform them to tax returns and other data submitted under the taxing provision.

Detailed provisions have been added to the law relating to rules and regulations, hearings, and decisions with respect to insurance benefits. Specific procedure is also outlined for judicial review of the Board's decisions, and provision is made respecting the practice of attorneys and agents before the Board and the delegation of authority by the Board.

UNEMPLOYMENT COMPENSATION

No basic changes were made in the unemployment compensation features of the Social Security Act. The changes adopted relate mainly to the tax and coverage provisions.

In financial terms, the most important amendment is that which bases the unemployment compensation tax on wages paid and limits it to the first $3,000 of wages paid by an employer to an employee in a year. These provisions already apply to old-age insurance, and there are distinct advantages in a uniform tax base for both programs. It is estimated that this new limitation will result in a saving to employers of about $65 million a year and that it will simplify reporting procedures.

Employers will save an aggregate amount of about $15 million by virtue of the provision granting relief to those employers who paid their State unemployment compensation contributions for the years 1936, 1937, and 1938 too late to qualify for the Federal credit. Em-

ployers who pay their delinquent taxes for these years before the sixtieth day after the enactment of the amendments will receive full credit against their Federal taxes for 1936, 1937, and 1938. In addition, the provision concerning loss of credit against the Federal tax on account of future delinquency is relaxed by increasing from 60 to 90 days the maximum period for which the Commissioner of Internal Revenue is permitted to grant an extension for the filing of Federal tax returns, and by providing that employers who pay their taxes after January 31 but before July 1 of the year following the close of the taxable year would lose only 10 percent of their credit.

Other changes in coverage with respect to the Federal unemployment tax parallel those made for old-age insurance. By defining the exemptions of agricultural labor and certain services for fraternal benefit societies and other institutions exempt from Federal income tax, as in old-age insurance, certain additional types of employment have been excluded. Services performed by an individual as an insurance agent or insurance solicitor are also exempted if all such services performed are solely on a commission basis. One field of employment is added to the coverage of the Federal act, namely, employment in certain Federal instrumentalities such as national banks and State banks which are members of the Federal Reserve System. If the States amend their laws accordingly, this amendment will bring about 200,000 additional persons under the unemployment compensation program. Authorization is given to the States to make their unemployment compensation laws applicable to services performed on land owned or held by the United States Government.

Among other changes in the unemployment compensation provisions, the most important are the clarification of "merit rating" or "individual employer experience rating" and the requirement that State laws must provide for the expenditure of Federal grants for administration of their laws in accord with Federal requirements and for replacement of moneys lost or expended for other purposes.

The sections of the Internal Revenue Code containing taxing provisions formerly included in title IX of the Social Security Act received the short title, "Federal Unemployment Tax Act."

PUBLIC ASSISTANCE

The amendments relating to public assistance are designed chiefly to liberalize and clarify existing Federal provisions and to simplify the administration of the State plans. No fundamental change in the Federal-State basis was made.

Federal participation in the program for aid to dependent children is increased from one-third to one-half of the costs incurred for admin-

istration and assistance under approved State plans, not including amounts by which monthly payments exceed $18 for one dependent child and $12 for each additional child aided in the same home. The age limit for children toward whose payments Federal funds are used is raised from 16 to 18 years if the State agency finds that the child is regularly attending school. It is estimated that these changes will enable the State to provide monthly payments for many additional children and to grant more adequate funds to many of the very needy cases now on State rolls. Furthermore, these amendments should encourage the nine jurisdictions (eight States and Alaska) which are not participating in this program to adopt a State plan which will entitle them to Federal aid and so provide more adequate aid to dependent children.

Changes in financial arrangements were made with respect to Federal participation in assistance to needy aged persons and needy blind persons. Under the 1935 law the Federal Government matched half the assistance costs incurred under an approved State plan, not including amounts by which individual payments exceeded $30 a month. The amended law increases that maximum from $30 to $40 as of January 1, 1940, so that the maximum amount of Federal funds used for the monthly payment to an aged or a blind recipient of assistance is increased from $15 to $20. The extent of liberalization under these amendments will depend entirely upon the degree to which the States take advantage of the more liberal amount which the Federal Government will match.

Several amendments relate to administration of public assistance. The States are required, beginning July 1, 1941, to provide safeguards which restrict the use or disclosure of information concerning applicants and recipients to purposes directly connected with the administration of the plan. All three assistance titles are amended in this manner to ensure efficient administration and to protect recipients from humiliation and exploitation. To promote more efficient administration of State plans, the provisions for aid to the blind were amended so that the Federal Government, as in the amended provisions for aid to dependent children, will pay half the necessary costs involved in administration of an approved plan. The purpose of the public-assistance programs was clarified by the insertion of the word "needy" in the definitions of those who may receive old-age assistance, aid to dependent children, and aid to the blind. A closely related clarifying amendment provides that the States, beginning July 1, 1941, in determining need must consider any other income and other resources of applicants for any of these types of assistance.

The major changes in the financial provisions of the public-assistance programs are summarized below.

Federal grants to States for approved old-age assistance plans represent:

1935 provisions	*1939 provisions*
One-half the State's expenditures for assistance payments, not including amounts by which individual payments exceed $30 a month per recipient, plus—	Effective January 1, 1940, one-half the State's expenditures for assistance payments, not including amounts by which individual payments exceed $40 a month per recipient, plus—
Five percent of this amount, which may be used for administration, assistance, or both.	Five percent of this amount, which may be used for administration, assistance, or both.

Federal grants for approved plans for aid to dependent children are made on the following basis:

1935 provisions	*1939 provisions*
One-third the State's expenditures for assistance and administration, not including amounts by which monthly payments exceed $18 for the first child and $12 for each additional child aided in the same home.	Effective January 1, 1940, one-half the State's expenditures for assistance and administration, not including amounts by which monthly payments exceed $18 for the first child and $12 for each additional child aided in the same home.
Federal funds may be used to aid children up to the age of 16.	Federal funds may be used to aid children up to the age of 16, or 18 provided they are regularly attending school.

Federal grants for approved plans for aid to the needy blind represent:

1935 provisions	*1939 provisions*
One-half the State's expenditures for assistance payments, not including amounts by which individual payments exceed $30 a month per recipient, plus—	Effective January 1, 1940, one-half the State's expenditures for assistance payments, not including amounts by which individual payments exceed $40 a month per recipient, plus—
Five percent of this amount, which may be used for administration, assistance, or both.	One-half the State's total administrative expenditures.

STATE PERSONNEL

After January 1, 1940, the amended Federal law provides for the establishment of objective standards for merit systems for both State

and local personnel as one of the conditions the States must meet in order to receive Federal grants. This requirement applies to all three public-assistance programs and also to unemployment compensation and to the services for maternal and child health and for crippled children. The amended law provides that the States, to receive Federal funds, must include, in addition to other standards of efficient administration, methods relating to the establishment and maintenance of personnel standards on a merit basis. Specific provision is made to prevent the exercise of Federal authority with respect to the selection, tenure of office, and compensation of any individual employed in accordance with such methods.

OTHER FEDERAL-STATE PROGRAMS

Additional Federal funds have been authorized for the health and welfare programs administered by other Federal agencies under the Social Security Act. The addition of $7,612,000 brings to $25,700,000 the total Federal authorization for these services. The changes in annual authorizations for these programs are as follows:

Program	*1935 provisions*	*1939 provisions*
Maternal and child health	$3, 800, 000	$5, 820, 000
Services for crippled children	2, 850, 000	3, 870, 000
Child-welfare services	1, 500, 000	1, 510, 000
Vocational rehabilitation	1, 938, 000	3, 500, 000
Public health	8, 000, 000	11, 000, 000

Effective January 1, 1940, Puerto Rico may participate under the Social Security Act in all these health and welfare programs.

AMENDMENT APPROVED AUGUST 11, 1939

An amendment to the sections of the Internal Revenue Code which incorporate the tax titles under the Social Security Act of 1935 provides (Public, No. 400, 76th Cong., approved August 11, 1939) that no tax shall be collected under title VIII or IX of the Social Security Act or under the Federal Insurance Contributions Act or the Federal Unemployment Tax Act, with respect to services rendered prior to January 1, 1940, in the employ of an owner or tenant of land, in salvaging timber on such land or clearing such land of brush and other debris left by a hurricane. Any such tax heretofore collected (including penalty and interest) shall be refunded in accordance with the provisions of law applicable in the case of erroneous or illegal collection of the tax. No interest shall be allowed or paid on the amount of any such refund; and no payment shall be made under title II of the Social Security Act with respect to such services rendered prior to January 1, 1940.

SOCIAL SECURITY BOARD

At the expiration of his first term as a member of the Social Security Board, Arthur J. Altmeyer, Chairman, was renominated by the President on August 3, 1939, for a 6-year term. This nomination was confirmed by the Senate on the same day.

To integrate employment service and unemployment compensation activities, the Board established, on August 19, 1939, the Bureau of Employment Security, with Oscar M. Powell as Director. This Bureau consolidates the personnel and activities formerly centered in the Bureau of Unemployment Compensation and the United States Employment Service. Mr. Powell continues to serve also as Executive Director of the Board. The change in scope of the old-age insurance program effected by the Social Security Act Amendments of 1939 was reflected in the change, as of September 6, 1939, in the name of the bureau responsible for administering that program to the Bureau of Old-Age and Survivors Insurance.

As a result of the reorganization of activities and personnel, some functions previously assigned to bureaus and offices of the Board have been transferred to the Office of the Administrator to serve all units of the Federal Security Agency. In September 1939 the functions and personnel of the Office of the General Counsel were so transferred, and subsequently similar transfer was made of personnel functions of the Bureau of Business Management. Chart 34 shows the administrative organization of the Board as of November 3, 1939.

The expansion of the old-age and survivors insurance program to prepare for the earlier payment of monthly benefits necessitated opening 5 field offices in addition to the total of 327 opened before the close of the fiscal year. One of the new offices is located in Staten Island, N. Y., and four are in Chicago, Ill. In addition to the 332 offices open as of October 31, the Board had approved the location of 114 other offices, 42 of which will be opened early in November.

On October 31, 1939, the pay roll of the Board included a total of 10,542 employees, including personnel for additional field offices and the 624 employees of the United States Employment Service who were transferred to the Social Security Board when that Service was amalgamated with the Bureau of Unemployment Compensation to form the Bureau of Employment Security.

Old-Age and Survivors Insurance

As of October 31, 1939, a cumulative net total of 46.7 million social security accounts had been established, representing an increase of more than 2 million in the 4-month period. Posting of 1938 wage

records was substantially completed by September 15, with the entry of $26.1 billion in workers' individual accounts. For the 2 calendar years 1937 and 1938 a total of $53.7 billion has been posted. In addition the Board had received nearly 58 million wage items, including nearly $14 billion in 1939 wages for subsequent posting when reports for that year are complete.

An immediate effect of the 1939 amendments to the Social Security Act was shown in the discontinuance of lump-sum payments to employees at age 65. All claims of this type which had not been completed by August 10 were disallowed, and claimants were notified that under the terms of the amended act they may be eligible for regular monthly retirement benefits after January 1, 1940, under the revised provisions for old-age insurance. From January 1937, when these lump-sum claims for workers at age 65 were first payable, to August 10, 1939, a total of 178,585 such payments amounting to an aggregate of more than $9.9 million were certified by the Board to the Secretary of the Treasury; of these, 8,908 claims, amounting to $756,701, were certified in the period July 1–August 10, 1939. A review of all such payments is being made to ascertain how many of these claimants may be able to qualify for monthly benefits. On the basis of this review, the workers will be informed of their potential rights under the amended act. Lump-sum payments at death continue to be made under the 1935 provisions of the act for workers who die prior to 1940. A total of 34,981 death payments, amounting to $3.1 million, were certified to the Secretary of the Treasury during the period July 1–October 31, 1939, bringing to 246,979 payments aggregating nearly $14.2 million the total for these payments since they were first made.

As of October 31, 1939, the amount in the old-age reserve account available for benefit payments was $1.4 billion. During the 4-month period July–October a total of $173.2 million was received in taxes under the Federal Insurance Contributions Act, formerly title VIII of the Social Security Act.

Employment Security

Since July 1, 1939, when benefits became payable in Illinois and Montana, the unemployment compensation program has been in operation in all 51 jurisdictions of the United States. During the period July 1–October 31, 1939, a total of nearly 13.5 million benefit payments were made to unemployed workers eligible under their State laws. These payments amounted to a total of about $140.4 million: $35.6 million in July, $44.5 million in August, $33.7 million in September, and $26.7 million in October.

Benefit payments increased in number and amount because of the inauguration of payments in Illinois and Montana. The total number of initial claims for benefits decreased in each of the months of the period except October: July, 978,499; August, 709,465; September, 566,854; and October, 681,236. As of October 31, 1939, a total of $1.5 billion was available for benefits, including amounts to the credit of the States in the unemployment trust fund and amounts held by the States in their clearing and benefit-payment accounts. Nearly $14.2 million was collected in taxes under the Federal Unemployment Tax Act in the period July 1–October 31.

A total of 5.1 million applications for work were received by public employment offices during the 4-month period. Improvement in employment opportunities was reflected in the placement activities of these offices. Placements with private employers during the period (1.1 million) represented a new high for any 4-month period since July 1933 when the collection of data in all jurisdictions of the country was begun.

As of October 31, 1939, the Board had approved Federal grants to States for the administration of their employment service and unemployment compensation programs (including funds available under the Wagner-Peyser Act, administered since July 1, 1939, by the Social Security Board) amounting to nearly $31.6 million for the period July 1–December 31.

Public Assistance

The number of States operating approved plans for old-age assistance, aid to dependent children, and aid to the blind was the same at the end of October 1939 as at the close of the fiscal year. Reports from State agencies indicate that these programs furnished aid during October to 1.9 million recipients of old-age assistance, to 723,000 children in 300,500 families, and to 45,000 recipients of aid to the blind. Total obligations incurred from Federal, State, and local funds for the period July 1–October 31 amounted to $187.4 million: $145.6 million for old-age assistance; $37.6 million for aid to dependent children; and $4.2 million for aid to the blind.

As of October 31, 1939, the Board had approved a total of nearly $127.1 million for grants to States with approved public-assistance plans for the period July 1–December 31. Of this total, $107.3 million was authorized for old-age assistance, $17.0 million for aid to dependent children, and $2.8 million for aid to the blind.

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During October payments from Federal, State, and local funds for all forms of public assistance and Federal work-program earnings amounted to $268.4 million. It is estimated that these payments were made to nearly 6.0 million different households comprised of 16.9 million individuals. In September the estimated number of different households receiving public assistance and earnings under Federal work programs was the lowest for any month since January 1938; the October estimate was about 4 percent higher.

APPENDIXES

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ADMINISTERING THE SOCIAL SECURITY ACT

In this appendix are presented data on the organization of the Social Security Board (chart 34); the location of its regional offices (p. 189) and of its field offices (p. 190); the distribution of its departmental and field personnel by bureaus and offices (table A–1); and its administrative expenditures (table A–2). Through the courtesy of the Treasury Department the appendix also includes financial data on the operation of the Social Security Act as a whole, except for the vocational rehabilitation program, the funds for which are merged with other fiscal accounts. The tables showing data furnished by the Treasury Department indicate appropriations and expenditures under the act (table A–3), Federal grants to States (table A–4), operation of the old-age reserve account (table A–6) and unemployment trust fund (table A–7), and Federal collections of social security taxes (table A–8). See the monthly issues of the Social Security Bulletin for current data.

Attention should be called to the reason for differences between the Board's financial reports and the Treasury data. Administrative expenditures of the Social Security Board, for example, represent expenditures approved and certified for the fiscal year (table A–2); in table A–3, on the other hand, the Treasury reports only those expenditures for which checks have been cashed and returned. Similarly, table A–4 on Federal grants to States shows Treasury data for checks issued during the year, regardless of the period for which such payments were certified. The Board reports in table A–5 grants certified for payment to the States for public assistance and administration of unemployment compensation and employment service programs by the quarters for which the funds were granted.

The variations in the two sets of data thus arise from differences (1) in the stage of the payment process (i. e., certification as contrasted with issuance or cashing of checks) and (2) in the periods to which the payments are applicable. Jurisdictions eligible for Federal grants to share the costs of their public-assistance programs and to defray the administrative expenses of their unemployment compensation programs [1] submit to the Board advance quarterly estimates of the sums needed for their programs. After review of these estimates, the Board certifies to the Secretary of the Treasury the sums to be advanced. Federal advances for a given period are subject to adjustment in a later period to take account of unexpended balances or of amounts by which these advances proved to be less than the statutory Federal share of State expenditures or obligations incurred in actual operation. The Board may certify supplemental amounts and may also certify in later months retroactive payments for periods during which an approved State program was in operation. Table A–5, therefore, shows the amounts certified by the Board in terms of the quarters of operation for which these sums were provided.

[1] The Social Security Board also certified grants to the States for certain operations of their employment services which assumed additional functions to meet the requirements of the unemployment compensation program. These grants did not include Federal funds available to the States under the Wagner-Peyser Act. Since the transfer of the United States Employment Service to the Social Security Board in July 1939, grants under the Wagner-Peyser Act have also been certified by the Board.

CHART 34.—Functional Chart of the Social Security Board, as of November 3, 1939

SOCIAL SECURITY BOARD

1. General policy formulation and general determination of organization and procedure.
2. Promulgation of rules and regulations concerning public assistance, unemployment compensation, and old-age and survivors insurance provisions of the Social Security Act; and with respect to employment services under the Wagner-Peyser Act, promulgation of rules, regulations, and standards of efficiency.
3. Approving State public-assistance plans, State unemployment compensation laws, and State plans for public employment offices which conform to Federal statutory requirements, and determining continuing conformity of such plans and laws.
4. Certification of grants to States under the Social Security Act, and of apportionments and payments under the Wagner-Peyser Act.
5. Certification of payments of old-age and survivors insurance claims.
6. Certification of State unemployment compensation laws for purposes of normal and additional credit allowances against the Federal Unemployment Tax.
7. Studying methods of providing social security.

EXECUTIVE DIRECTOR

1. Supervision and direction of the bureaus and offices of the Board.
2. Supervision and direction of the Board's regional and Territorial offices.
3. Coordination of Federal-State relations.

OFFICE OF THE ACTUARY

1. Consultant and adviser to the Board.
2. Analysis of proposals affecting social security program.
3. Long-time actuarial studies.

OPERATING BUREAUS

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE

1. Maintaining wage records for all employees covered by the old-age and survivors insurance provisions of the Social Security Act.
2. Examining old-age and survivors insurance benefit or lump-sum claims, hearing appealed claims, and recommending payments of approved claims.
3. Maintaining contacts with officials of other agencies of the Federal Government and of industrial concerns for effectuating the provisions of title II of the Social Security Act and to aid the Treasury Department to effectuate the provisions of the Federal Insurance Contributions Act.
4. Administering the day-to-day business, accounting, and budgetary activities pertinent to the operations of the Bureau.
5. Conducting such analytical, economic, statistical, and actuarial studies as are necessary for the planning and conduct of the Bureau's day-to-day operations.
6. Supervising, through regional representatives and field offices, the administration of all field activities in connection with the old-age and survivors insurance program, i. e., assignment of account numbers, development of claims, adjustment of wage-record discrepancies, and other related duties which are the responsibility of the Bureau.

BUREAU OF EMPLOYMENT SECURITY

1. Assisting State agencies in developing a coordinate national system of public employment services and unemployment insurance by means of:
 a. Developing principles and standards of procedure to facilitate the employment and reemployment of workers and the prompt payment of unemployment benefits to those who become unemployed.
 b. Developing fiscal standards and procedures and methods of fiscal management.
 c. Rendering technical advice and cooperating with the States in the solution of problems of legislative, administrative, and procedural character.
 d. Providing a clearing house for State and Federal agencies on developments in the field of employment security.
 e. Developing necessary statistical reporting procedures; aiding State agencies in the development of their statistical programs and in the conduct of research and statistical analyses directed toward the solution of problems arising from legislative and administrative experience of the State agencies.
 f. Providing materials and technical assistance to State agencies in the development of training programs.
 g. Maintaining in cooperation with State agencies a veteran placement service, a farm placement service, and developing other special placement services.
 h. Developing interstate standards for rulings and interpretations.
 i. Developing facilities for interstate clearance of labor.
2. Maintaining an employment service in the District of Columbia.
3. Recommending for the Board's approval the amount and character of the grants made to the States for the administration of their employment security programs in accordance with the provisions of the Social Security and Wagner-Peyser Acts.
4. Reporting to the Board regarding the continuing conformity of State unemployment compensation laws and State employment service administration with the requirements of the Social Security and Wagner-Peyser Acts.
5. Studying the operation of the State employment security programs and reporting to the Board trends and significant developments in this field; assisting the Board in studying and recommending effective methods of providing social security through the employment security program.
6. Obtaining data and conducting research necessary for appraising current administrative performances and for providing basic materials and analyses needed for policy decisions regarding desirable modifications of the program.

BUREAU OF PUBLIC ASSISTANCE

1. Advising States with respect to proposed State legislation relating to old-age assistance, aid to the blind, and aid to dependent children, and assisting State agencies to prepare plans for the administration of these types of public assistance; when such plans are submitted for the Board's approval, reporting to the Board as to their conformity with the Social Security Act and as to the soundness of proposed organization, policy, and procedure.
2. Furnishing assistance to States in the development of plans for public-assistance administration and the relation of public-assistance activities to other State and local welfare programs; advising State agencies as to organizational structure and operating methods; providing special consultative services to State agencies with respect to technical problems relating to public assistance.
3. Advising the Board as to the continued conformity of the administration of public assistance by State and local agencies to the provisions of the act and the approved plans; examining public-assistance estimates submitted by States and recommending to the Board the amounts of grants to be made to States.
4. Cooperating with other State and Federal agencies concerned with activities relating to public assistance.
5. Studying the operation of State public-assistance systems and reporting to the Board trends and significant developments in this field; assisting the Board in studying and recommending effective methods of providing social security through public assistance.

SERVICE BUREAUS†

BUREAU OF ACCOUNTS AND AUDITS

1. Maintaining fund accounts covering the Board's appropriations, preparing budgetary data, and conducting administrative audit of Board expenditures.
2. Conducting field audits pertaining to State public assistance, unemployment compensation, and employment service administration.
3. Advising the Board as to availability of State and local funds for matching Federal public-assistance grants and advising the Board as to the amounts of such grants.
4. Advising the Bureau of Employment Security of information pertaining to State unemployment compensation and employment service administration derived from field audit reports and pertinent to the recommendation of grants by that Bureau.
5. Preparing for the Board vouchers covering grants for public assistance, unemployment compensation, and employment service administration; certifying the adequacy of appropriation balances; and, after approval by the Board, forwarding vouchers and supporting documents to the Secretary of the Treasury.
6. Advising the Board, the regional directors, and the Bureau of Public Assistance and Employment Security as to the adequacy of State accounting and fiscal procedures to account for funds granted by the Board.

BUREAU OF RESEARCH AND STATISTICS

1. Compiling and analyzing statistical and other data regarding operations of the Social Security and Wagner-Peyser Acts, and collating such data with those available under other social insurance programs.
2. Conducting research concerning causes of economic insecurity, the adequacy of existing social security measures, and the accommodation of the Federal and State programs to different groups and different needs, and providing analyses of proposals for the development of these programs.
3. Cooperating with the operating bureaus in carrying on special studies relating to public assistance, unemployment compensation, and employment service administration in the States, and conducting long-range research in unemployment compensation and old-age and survivors insurance and their broad financial implications.
4. Providing consultation service to State and local public-welfare agencies concerning statistical reports required by the Board and other statistical and research activities relating to public assistance, general relief, and allied programs.
5. Collecting and analyzing reports on public and private assistance submitted by States and localities, and collating data on public assistance under the Social Security Act with data relating to other assistance programs.
6. Writing, editing, or reviewing material issued in the Social Security Bulletin, the Annual Report of the Board, and other Board publications of a professional and technical character.

BUREAU OF BUSINESS MANAGEMENT‡

1. Servicing the Board and its bureaus and offices with respect to:
 a. Procuring, storing, distributing, and inventorying supplies and equipment; moving office equipment; telephone service.
 b. Selecting quarters and allotting space.
 c. Receiving and distributing incoming and forwarding outgoing mail and telegrams; messenger service.
 d. Furnishing centralized stenographic and typing services.
 e. Maintaining centralized files and records.
 f. Preparing travel orders, itineraries, and vouchers.
 g. Drafting and art work.
2. Conducting personnel training classes covering the basic substantive phases of the Board's work.
3. Maintaining the library of the Board.
4. Answering inquiries not requiring specific attention of other bureaus or offices of the Board.

INFORMATIONAL SERVICE

1. Planning and conducting a Nation-wide program to bring about public understanding of the provisions of the Social Security Act and the Wagner-Peyser Act which are administered by the Board; particularly, to inform employees, employers, and the general public as to their benefits, rights, and responsibilities under those provisions.
2. Answering inquiries from and maintaining essential contacts with the press, radio broadcasters, and other avenues of public information and education to facilitate accuracy and adequacy of their treatment of information concerning the Social Security and the Wagner-Peyser Acts and their administration.
3. Preparing pamphlets and other official material explanatory of these acts, for distribution to the public.
4. Advising the Board and its executive staff concerning matters of public information and public relations.
5. Advising and assisting State agencies administering public assistance, unemployment compensation, and employment service legislation in the planning and execution of informational programs.

REGIONAL OFFICES

Regional Directors

Bureau Representatives:

- Old-Age and Survivors Insurance
- Employment Security
- Public Assistance
- General Counsel†
- Accounts and Audits
- Research and Statistics
- Informational Service

Conducting within each region, the old-age and survivors insurance, employment security, and public-assistance activities of the Board, and its legal, research and statistical, accounting and auditing, and informational services.

TERRITORIAL OFFICES

OLD-AGE AND SURVIVORS INSURANCE FIELD OFFICES

†The Office of the General Counsel, formerly a part of the Board, has been consolidated with the General Counsel's Office of the Federal Security Agency which supplies legal services to the Social Security Board.

‡Personnel services, formerly provided by the Personnel Division of the Bureau of Business Management, are provided by the Office of Personnel of the Federal Security Agency.

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ADMINISTERING THE SOCIAL SECURITY ACT

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The variations in the two sets of data thus arise from differences (1) in the stage of the payment process (i. e., certification as contrasted with issuance or cashing of checks) and (2) in the periods to which the payments are applicable. Jurisdictions eligible for Federal grants to share the costs of their public-assistance programs and to defray the administrative expenses of their unemployment compensation programs [1] submit to the Board advance quarterly estimates of the sums needed for their programs. After review of these estimates, the Board certifies to the Secretary of the Treasury the sums to be advanced. Federal advances for a given period are subject to adjustment in a later period to take account of unexpended balances or of amounts by which these advances proved to be less than the statutory Federal share of State expenditures or obligations incurred in actual operation. The Board may certify supplemental amounts and may also certify in later months retroactive payments for periods during which an approved State program was in operation. Table A–5, therefore, shows the amounts certified by the Board in terms of the quarters of operation for which these sums were provided.

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Appendixes B, C, and D give data for the operations of Federal old-age insurance, unemployment compensation, and public assistance, respectively, and E is a list of publications of the Social Security Board and of publications of other Federal agencies relating to programs administered by the Board. Financial data in the appendixes which follow relate to payments certified by the Board to the Treasury—as benefits to individuals eligible under the old-age insurance program—for disbursement from the old-age reserve account, together with wage data from the records of the earnings of workers covered by the program (appendix B); State payments—from amounts withdrawn from the unemployment trust fund to workers eligible for unemployment benefits under State laws—together with certain pay-roll data for covered workers (appendix C); and total obligations incurred from combined Federal, State, and local funds for payments to individuals eligible for public assistance under State plans, together with data on obligations incurred for special types of public assistance in States with and without approved plans and for general relief and for earnings of workers employed under Federal work programs (appendix D).

Throughout the appendix tables the term "States" is used as defined in the act to include the 48 States, the District of Columbia, Alaska, and Hawaii.

ORGANIZATION OF THE SOCIAL SECURITY BOARD

REGIONAL AND TERRITORIAL OFFICES

Region

I. Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut. Regional director: John Pearson, Social Security Board, 120 Boylston Street, Boston, Mass.

II. New York. Regional director: Anna M. Rosenberg, Social Security Board, 11 West Forty-second Street, New York, N. Y.

III. New Jersey, Pennsylvania, Delaware. Regional director: William L. Dill, Social Security Board, Juniper and Chestnut Streets, Philadelphia, Pa.

IV. Virginia, West Virginia, North Carolina, Maryland, District of Columbia. Regional director: G. R. Parker, Social Security Board, New York Avenue and Fourteenth Street, Washington, D. C.

V. Kentucky, Ohio, Michigan. Regional director: Robert C. Goodwin, Social Security Board, Euclid Avenue and East Ninth Street, Cleveland, Ohio.

VI. Illinois, Indiana, Wisconsin. Regional director: Henry L. McCarthy, Social Security Board, United States Courthouse Building, Chicago, Ill.

Region

VII. Tennessee, Mississippi, Alabama, Georgia, Florida, South Carolina. Acting regional director and executive assistant: Walter N. Pearce, Social Security Board, First Avenue and Nineteenth Street, Birmingham, Ala.

VIII. Iowa, Minnesota, North Dakota, South Dakota, Nebraska. Regional director: Fred M. Wilcox, Social Security Board, Federal Office Building, Minneapolis, Minn.

IX. Missouri, Kansas, Arkansas, Oklahoma. Regional director: Ed McDonald, Social Security Board, 1006 Grand Avenue, Kansas City, Mo.

X. Louisiana, Texas, New Mexico. Regional director: James B. Marley, Social Security Board, North Presa and East Houston Streets, San Antonio, Tex.

XI. Montana, Idaho, Utah, Colorado, Arizona, Wyoming. Regional director: Heber R. Harper, Social Security Board, 1706 Welton Street, Denver, Colo.

XII. California, Oregon, Washington, Nevada. Regional director: Richard M. Neustadt, Social Security Board, 785 Market Street, San Francisco, Calif.

Alaska. Territorial director: Hugh J. Wade, Social Security Board, Territorial Building, Juneau, Alaska.

Hawaii. Territorial director: Harold S. Burr, Social Security Board, Federal Building, Honolulu, Hawaii.

FIELD OFFICES, BY REGIONS AND BY STATES, AS OF JUNE 30, 1939

REGION I:

CONNECTICUT:
- Bridgeport
- Hartford
- New Haven
- New London
- Waterbury
- Willimantic

MAINE:
- Augusta
- Bangor
- Portland

MASSACHUSETTS:
- Boston (2)
- Brockton
- Cambridge
- Fall River
- Fitchburg
- Lawrence
- Lowell
- Lynn
- New Bedford
- Pittsfield
- Springfield
- Worcester

NEW HAMPSHIRE:
- Concord
- Littleton [1]
- Manchester
- Portsmouth

RHODE ISLAND:
- Pawtucket
- Providence
- Woonsocket

VERMONT:
- Burlington
- Montpelier
- Rutland

REGION II:

NEW YORK:
- Albany
- Binghamton
- Buffalo
- Elmira
- Jamestown
- Kingston

NEW YORK—Con.
- Newburgh
- New York (3)
- New York (Brooklyn)
- New York (Bronx)
- New York (Jamaica)
- New York (Long Island City)
- Niagara Falls
- Ogdensburg
- Rochester
- Schenectady
- Syracuse
- Utica
- Yonkers

REGION III:

DELAWARE:
- Wilmington

NEW JERSEY:
- Atlantic City
- Bayonne
- Camden
- Elizabeth
- Jersey City
- Newark
- Passaic
- Paterson
- Perth Amboy
- Trenton

PENNSYLVANIA:
- Allentown
- Altoona
- Chester
- Erie
- Harrisburg
- Hazleton
- Johnstown
- Lancaster
- New Castle
- Oil City
- Philadelphia
- Pittsburgh
- Reading

PENNSYLVANIA—Con.
- Scranton
- Uniontown
- Wilkes-Barre
- Williamsport
- York

REGION IV:

MARYLAND:
- Baltimore
- Cumberland
- Hagerstown
- Salisbury

NORTH CAROLINA:
- Asheville
- Charlotte
- Durham [2]
- Greensboro
- Raleigh
- Rocky Mount
- Salisbury
- Wilmington
- Winston-Salem

VIRGINIA:
- Bristol
- Lynchburg
- Norfolk
- Richmond
- Roanoke
- Staunton

DISTRICT OF COLUMBIA:
- Washington

WEST VIRGINIA:
- Bluefield [2]
- Charleston
- Clarksburg
- Huntington
- Martinsburg
- Parkersburg
- Wheeling

REGION V:

KENTUCKY:
- Ashland
- Bowling Green
- Covington

[1] Office transferred from Berlin, N. H.
[2] Opened during fiscal year 1938-39.

Kentucky—Con.
- Frankfort
- Lexington
- Louisville
- Middlesboro
- Owensboro
- Paducah

Michigan:
- Detroit
- Flint
- Grand Rapids
- Jackson
- Kalamazoo
- Lansing
- Marquette
- Pontiac
- Saginaw
- Traverse City

Ohio:
- Akron
- Ashtabula
- Canton
- Cincinnati
- Cleveland
- Columbus
- Dayton
- Hamilton
- Lima
- Lorain
- Mansfield
- Portsmouth
- Springfield
- Toledo
- Youngstown
- Zanesville

REGION VI:

Illinois:
- Chicago
- Danville
- East St. Louis
- Harrisburg
- Joliet
- Mount Vernon
- Peoria
- Quincy
- Rockford
- Rock Island
- Springfield
- Waukegan

Indiana:
- Evansville
- Fort Wayne
- Gary
- Indianapolis
- Kokomo
- La Fayette
- Muncie
- New Albany
- Richmond
- South Bend
- Terre Haute

Wisconsin:
- Eau Claire
- Fond du Lac
- Green Bay
- La Crosse
- Madison
- Milwaukee
- Racine
- Wausau

REGION VII:

Alabama:
- Anniston
- Birmingham
- Decatur
- Dothan
- Gadsden
- Mobile
- Montgomery
- Tuscaloosa

Florida:
- Jacksonville
- Miami
- Orlando
- Pensacola
- Tallahassee
- Tampa

Georgia:
- Albany
- Athens
- Atlanta
- Augusta
- Columbus
- Macon
- Savannah
- Waycross

Mississippi:
- Columbus

Mississippi—Con.
- Greenwood
- Hattiesburg
- Jackson
- Meridian
- Vicksburg

South Carolina:
- Charleston
- Columbia
- Florence
- Greenville
- Greenwood
- Rock Hill
- Spartanburg

Tennessee:
- Chattanooga
- Columbia
- Dyersburg
- Jackson
- Knoxville
- Memphis
- Nashville

REGION VIII:

Iowa:
- Davenport
- Des Moines
- Ottumwa [2]
- Sioux City
- Waterloo [2]

Minnesota:
- Albert Lea
- Duluth
- Minneapolis
- St. Cloud
- St. Paul

Nebraska:
- Lincoln
- North Platte
- Omaha

North Dakota:
- Bismarck [2]
- Fargo
- Grand Forks
- Minot

South Dakota:
- Aberdeen
- Rapid City
- Sioux Falls

[2] Opened during fiscal year 1938–39.

REGION IX:

ARKANSAS:
- Fort Smith
- Jonesboro
- Little Rock
- Pine Bluff
- Texarkana

KANSAS:
- Dodge City
- Kansas City
- Salina
- Topeka
- Wichita

MISSOURI:
- Cape Girardeau
- Hannibal
- Jefferson City
- Kansas City
- St. Joseph
- St. Louis
- St. Louis (Clayton)
- Springfield

OKLAHOMA:
- Ardmore
- Clinton
- Muskogee
- Oklahoma City
- Tulsa

REGION X:

LOUISIANA:
- Alexandria
- Baton Rouge
- Monroe
- New Orleans
- Shreveport

NEW MEXICO:
- Albuquerque
- Roswell [2]

TEXAS:
- Amarillo
- Austin
- Beaumont
- Brownsville
- Corpus Christi [2]
- Dallas
- El Paso
- Fort Worth
- Houston
- San Angelo
- San Antonio
- Tyler
- Waco [2]
- Wichita Falls

REGION XI:

ARIZONA:
- Flagstaff
- Phoenix
- Tucson

COLORADO:
- Denver
- Grand Junction
- Greeley [2]
- Pueblo

IDAHO:
- Boise
- Pocatello

MONTANA:
- Billings
- Butte
- Havre
- Helena

UTAH:
- Ogden
- Salt Lake City

WYOMING:
- Casper
- Cheyenne
- Sheridan

REGION XII:

CALIFORNIA:
- Eureka
- Fresno
- Long Beach
- Los Angeles
- Oakland
- Pasadena
- Sacramento
- San Bernardino
- San Diego
- San Francisco
- San Jose [2]
- Santa Barbara
- Stockton [2]

IDAHO:
- Lewiston

NEVADA:
- Las Vegas
- Reno

OREGON:
- Eugene
- Klamath Falls
- La Grande
- Portland
- Salem

WASHINGTON:
- Olympia
- Seattle
- Spokane
- Tacoma
- Yakima

TERRITORIAL OFFICES:

ALASKA:
- Juneau

HAWAII:
- Honolulu

[2] Opened during fiscal year 1938–39.

TABLE A–1.—*Personnel of the Social Security Board, classified by bureau and office and by departmental and field service, as of June 30, 1939*

Bureau and office	Total	Departmental	Field
Total	9,661	5,557	4,104
Office of the Board	18	17	1
Office of the Actuary	23	23	0
Office of the Executive Director	64	[1] 64	0
Regional offices	396	0	396
Bureau of Unemployment Compensation	379	348	31
Bureau of Old-Age Insurance	6,992	[2] 3,698	[3] 3,294
Bureau of Public Assistance	177	153	24
Office of the General Counsel	142	115	27
Bureau of Research and Statistics	183	149	34
Bureau of Accounts and Audits	443	166	277
Bureau of Business Management	765	764	[4] 1
Informational Service	79	60	19

[1] Includes 1 employee in the Office of the Coordinator.
[2] Includes 3,151 employees in Baltimore Accounting Operations.
[3] Includes 1,322 employees in Baltimore Accounting Operations.
[4] Employed in Baltimore Accounting Operations.

FINANCIAL DATA

TABLE A–2.—*Administrative expenditures of the Social Security Board for the fiscal year 1938–39*

Administrative expenditures, total		$20,663,219.75
General expenses, all bureaus and offices, total		3,681,647.33
Stationery and office supplies	$370,589.37	
Printed forms	62,285.99	
Printing and binding (other than printed forms)	680,926.31	
Furniture and equipment	390,048.92	
Storage and care of vehicles	807.44	
Rental of office space	642,241.58	
Rental of equipment	990,677.47	
Operating and maintenance expenses (guard, elevator, and cleaning services)	152,008.02	
Heat, light, power, and water	67,485.19	
Repairs and alterations	59,276.25	
Telegraph	24,899.70	
Telephone	162,861.71	
Other communication services	13,048.63	
Freight and express charges	27,646.39	
Special and miscellaneous expenses	36,844.36	
Salaries and travel, all bureaus and offices, total		16,981,572.42

	Salaries [1]	*Travel* [1]
Total	$15,966,566.53	$1,015,005.89
Office of the Board	78,773.96	7,569.47
Office of the Actuary	61,617.83	832.27
Office of the Executive Director	179,783.73	18,792.97
Regional offices	579,718.47	24,346.39
Bureau of Unemployment Compensation	883,771.65	84,503.73
Bureau of Old-Age Insurance	10,646,232.79	517,889.32
Bureau of Public Assistance	447,920.67	59,498.79
Office of the General Counsel	440,243.84	25,164.02
Bureau of Research and Statistics	494,295.75	30,913.62
Bureau of Accounts and Audits	890,147.38	211,427.76
Bureau of Business Management	1,047,225.54	4,744.06
Informational Service	216,834.92	29,323.49

[1] Salaries and travel reported indicate total charged to each bureau or office, including salaries and travel of personnel on detail.

TABLE A–3.—*Federal appropriations and expenditures under the Social Security Act for the fiscal years 1937–38 and 1938–39* [1]

Item	Fiscal year 1937–38		Fiscal year 1938–39	
	Appropriations [2]	Expenditures [3]	Appropriations [2]	Expenditures [3]
Total	$745,906,000	$678,452,978.00	$754,855,000	$844,621,270.44
Administrative expenses	10,831,000	19,958,477.26	22,705,000	21,306,113.48
Social Security Board: Salaries, expenses, and wage records	10,500,000	19,613,584.38	22,300,000	20,901,117.46
Department of Labor, Children's Bureau: Salaries and expenses	306,000	336,379.18	325,000	323,928.10
Department of Commerce, Bureau of the Census: Salaries and expenses	25,000	8,513.70	80,000	81,067.92
Grants to States	235,075,000	271,494,500.74	342,150,000	320,315,156.96
Social Security Board	219,100,000	254,769,184.91	326,000,000	304,026,288.18
Old-age assistance	[4] 166,500,000	182,198,734.35	214,000,000	208,844,926.55
Aid to dependent children	[4] 24,900,000	25,498,282.01	45,000,000	31,013,158.72
Aid to the blind	[4] 5,200,000	5,161,249.06	8,000,000	5,303,912.75
Unemployment compensation administration	[5] 22,500,000	[6] 41,910,919.49	[7] 59,000,000	[6] 58,864,290.16
Department of Labor, Children's Bureau	7,975,000	7,833,235.95	8,150,000	8,283,137.48
Maternal and child-health services	3,700,000	3,775,545.57	[8] 3,800,000	3,717,365.51
Services for crippled children	2,800,000	2,691,940.82	[9] 2,850,000	3,047,381.92
Child-welfare services	1,475,000	1,365,749.56	1,500,000	1,518,390.05
Treasury Department, Public Health Service: Public-health work	8,000,000	8,892,079.88	8,000,000	8,005,731.30
Transfers to old-age reserve account [10]	500,000,000	387,000,000.00	[11] 390,000,000	503,000,000.00

[1] This table follows the form used by the Treasury Department in reporting appropriations and expenditures pursuant to the provisions of the Social Security Act. It excludes some funds appropriated and expended under the Social Security Act because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation, for which $95,000 was appropriated in 1937–38, and $104,650 in 1938–39 for administration in the Office of Education, Department of the Interior, and $1.8 million in each fiscal year for grants to States. For administration and research in the U. S. Public Health Service, appropriations were $1.6 million in 1937–38 and in 1938–39, in addition to grants to States shown in this table.

[2] Excludes unexpended balance of appropriations for previous fiscal year.

[3] Based on checks cashed and returned to the U. S. Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

[4] After transfer of funds to old-age assistance from appropriations for aid to dependent children and aid to the blind.

[5] Includes additional appropriation of $3.5 million approved May 25, 1938.

[6] Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of the unemployment compensation program.

[7] Includes additional appropriations of $9 million approved Mar. 15, 1939, and $10 million approved May 2, 1939.

[8] Includes additional appropriation of $100,000 approved Aug. 9, 1939.

[9] Includes additional appropriation of $50,000 approved Aug. 9, 1939.

[10] See table A–6 for detailed statement of this account.

[11] Includes additional appropriation of $30 million made available by 1940 Treasury Department Appropriation Act, approved May 6, 1939.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits (appropriations), Daily Statement of the U. S. Treasury (expenditures).

TABLE A–4.—*Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal year 1937–38 and, by States, in the fiscal year 1938–39* [1]

[In dollars]

State	Fiscal year 1937–38, total grants	Fiscal year 1938–39, total grants	Social Security Board					Department of Labor				Treasury Department
			Public assistance				Unemployment compensation administration [2]	Total maternal and child welfare [2]	Maternal and child-health services [3]	Services for crippled children [3]	Child-welfare services [3]	Public-health work [4]
			Total public assistance	Old-age assistance	Aid to dependent children	Aid to the blind						
Total, fiscal year 1937–38, all participating States	274,956,925.27		216,073,721.93	185,724,988.21	25,145,433.66	5,203,300.06	42,201,592.04	7,772,896.67	3,705,515.75	2,714,970.56	1,352,410.36	8,908,714.63
Total, fiscal year 1938–39, all participating States		321,985,345.65	246,898,177.85	210,159,949.04	31,466,619.55	5,271,609.26	58,812,390.79	8,289,657.40	3,739,063.23	3,029,400.43	1,521,193.74	7,985,119.61
Alabama	2,599,916.79	2,308,139.61	1,170,993.32	801,463.03	345,948.57	23,581.72	676,184.41	226,945.88	106,714.22	76,994.89	43,236.77	234,016.00
Alaska	252,769.40	304,500.35	176,488.44	176,488.44	(5)	(5)	39,570.69	52,586.22	39,313.71	6,424.62	6,847.89	35,855.00
Arizona	1,417,327.75	2,017,748.31	1,564,600.40	1,182,539.22	334,842.73	47,218.45	281,821.45	116,448.46	58,176.24	37,211.05	21,061.17	54,878.00
Arkansas	1,804,905.12	1,618,917.36	893,146.36	717,691.27	149,977.62	25,477.47	348,231.38	205,594.62	74,158.69	97,975.01	33,460.92	171,945.00
California	25,545,740.19	27,847,006.29	23,476,861.08	20,894,125.29	1,525,960.69	1,056,775.10	3,837,973.95	226,923.26	97,415.08	101,230.83	28,277.35	305,248.00
Colorado	6,494,225.68	7,214,387.27	6,599,171.54	5,927,621.68	563,008.38	108,541.48	393,245.09	137,616.64	58,399.68	59,374.59	19,842.37	84,354.00
Connecticut	3,845,384.08	3,824,931.79	2,292,352.80	2,275,165.66	(5)	17,187.14	1,353,760.42	84,923.57	52,073.83	17,976.69	14,873.05	93,895.00
Delaware	496,255.31	525,429.44	229,896.20	166,075.87	63,820.33	(5)	215,012.00	50,564.24	30,764.33	4,979.27	14,820.64	29,957.00
District of Columbia	1,188,600.81	1,267,899.77	631,966.41	445,650.95	153,297.17	33,018.29	462,948.03	114,259.33	54,014.08	44,428.97	15,816.28	58,726.00
Florida	2,918,418.25	3,929,887.52	3,142,745.50	2,802,156.39	169,381.34	171,207.77	492,690.73	157,267.29	76,333.29	58,218.54	22,715.46	137,184.00
Georgia	2,340,595.21	3,313,954.18	2,060,193.05	1,598,462.34	386,635.24	75,095.47	711,524.68	275,801.45	126,365.74	93,711.13	55,724.58	266,435.00
Hawaii	498,822.52	532,866.90	269,026.88	133,773.10	134,104.88	1,148.90	136,089.67	69,639.35	34,765.16	23,339.95	11,534.24	58,111.00
Idaho	1,687,313.10	2,015,126.15	1,620,761.04	1,253,228.63	325,138.91	42,393.50	247,110.68	79,796.43	44,683.65	23,475.41	11,637.37	67,458.00
Illinois	14,977,093.50	15,678,932.91	13,594,733.70	13,594,733.70	(5)	(5)	1,352,459.46	369,311.75	133,630.24	192,782.32	42,899.19	362,428.00
Indiana	8,072,247.23	10,072,751.24	7,903,520.94	5,859,722.08	1,746,978.82	296,820.04	1,795,351.33	185,805.97	78,162.67	70,298.78	37,344.52	188,073.00
Iowa	5,696,965.21	7,899,822.79	6,917,482.16	6,750,537.51	(5)	166,944.65	656,048.42	158,521.21	51,836.81	57,576.94	49,107.46	167,771.00
Kansas	2,192,758.37	4,323,870.38	3,619,968.95	2,887,701.29	609,178.61	123,089.05	432,956.55	162,709.63	79,371.65	56,209.12	27,128.86	108,235.25
Kentucky	2,844,162.60	3,269,059.46	2,179,669.56	2,179,669.56	(5)	(5)	638,975.79	235,123.11	103,126.48	85,000.00	46,996.63	215,291.00
Louisiana	3,289,175.18	4,321,579.70	3,205,425.10	2,032,845.31	1,105,101.61	67,478.18	794,087.57	169,028.03	98,548.01	35,000.00	35,480.02	153,039.00
Maine	1,452,736.12	2,713,733.43	2,065,650.92	1,660,754.82	212,232.90	192,663.20	475,044.72	108,948.79	51,126.36	36,940.49	20,881.94	64,089.00

See footnotes at end of table.

TABLE A–4.—*Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal year 1937–38 and, by States, in the fiscal year 1938–39* [1]—Continued

[In dollars]

State	Fiscal year 1937–38, total grants	Fiscal year 1938–39, total grants	Social Security Board					Department of Labor				Treasury Department
			Public assistance				Unemployment compensation administration [2]	Total maternal and child welfare [3]	Maternal and child-health services [3]	Services for crippled children [3]	Child-welfare services [3]	Public-health work [4]
			Total public assistance	Old-age assistance	Aid to dependent children	Aid to the blind						
Maryland	3,943,157.51	4,280,857.94	3,060,671.77	1,906,174.62	1,072,203.19	82,293.96	945,602.83	151,096.34	62,165.51	62,085.81	26,845.02	123,487.00
Massachusetts	15,083,407.74	19,177,309.51	15,401,804.72	13,762,980.13	1,473,809.76	165,014.83	3,374,055.97	169,640.82	78,913.48	83,052.23	7,675.11	231,808.00
Michigan	10,128,738.25	13,690,320.45	9,815,061.77	8,189,696.45	1,549,962.01	75,403.31	3,413,052.15	215,202.86	84,576.82	100,000.00	30,626.04	247,003.67
Minnesota	10,578,753.96	11,253,732.86	9,432,563.57	8,437,180.47	875,532.74	119,850.36	1,467,441.52	175,600.77	68,828.47	73,583.02	33,189.28	178,127.00
Mississippi	1,060,082.73	1,575,940.81	881,014.73	864,816.52	[6] −73.28	16,271.49	353,158.29	160,180.79	93,663.03	34,654.91	31,862.85	181,587.00
Missouri	7,090,551.85	10,860,514.92	9,104,961.24	8,302,475.20	802,486.04	[5]	1,318,205.05	217,759.63	116,608.94	62,404.98	38,745.71	219,589.00
Montana	1,840,641.67	2,208,285.66	1,922,313.36	1,644,773.92	270,948.06	6,591.38	123,412.83	109,414.47	43,314.84	45,270.46	20,829.17	53,145.00
Nebraska	2,877,165.28	4,091,628.77	3,606,280.25	2,962,318.35	563,250.25	80,711.65	334,592.63	105,290.46	25,487.90	51,163.92	28,638.64	45,465.43
Nevada	438,217.90	566,141.30	335,641.86	335,641.86	[5]	[5]	154,835.57	46,963.87	34,872.82	999.99	11,091.06	28,700.00
New Hampshire	1,100,751.83	1,104,915.10	659,701.92	569,470.55	52,428.95	37,802.42	342,556.79	55,603.39	36,937.80	11,229.59	7,436.00	47,053.00
New Jersey	4,685,235.15	6,862,100.30	4,462,123.58	3,149,767.59	1,228,069.08	84,286.91	2,019,837.48	180,608.24	75,473.70	79,723.44	25,411.10	199,531.00
New Mexico	729,075.18	839,236.55	465,985.18	297,636.37	149,293.64	19,055.17	194,148.19	107,664.18	72,351.10	24,241.98	11,071.10	71,439.00
New York	26,116,997.58	30,902,821.69	20,784,571.46	16,083,836.40	4,354,610.69	346,124.37	9,244,432.14	355,830.59	181,027.29	117,661.54	57,141.76	517,987.50
North Carolina	3,295,444.45	4,552,985.01	2,828,032.25	2,040,558.75	598,599.97	188,873.53	1,149,569.71	269,423.05	111,673.30	96,537.05	61,212.70	305,960.00
North Dakota	1,088,414.53	1,456,089.86	1,186,724.59	951,061.64	226,591.16	9,071.79	153,699.22	96,576.68	48,132.76	28,493.67	19,950.25	19,089.37
Ohio	18,575,832.54	19,589,538.50	16,619,546.66	14,806,269.99	1,374,878.92	438,397.75	2,353,062.80	282,807.82	100,934.60	121,497.06	60,376.16	334,121.22
Oklahoma	5,788,938.87	9,465,063.95	8,458,346.72	7,320,864.50	918,607.91	218,874.31	614,572.77	228,472.46	91,024.21	77,543.52	59,904.73	163,672.00
Oregon	3,201,795.06	3,656,325.44	2,810,336.37	2,514,559.63	226,996.74	68,780.00	654,517.57	103,295.50	56,373.64	24,379.70	22,542.16	88,176.00
Pennsylvania	24,139,617.96	22,221,585.11	14,720,893.27	11,257,119.45	3,478,823.68	[6] −15,049.86	6,673,445.71	366,790.13	133,002.49	163,267.70	70,519.94	460,456.00
Rhode Island	1,633,629.51	1,808,739.55	968,351.94	795,320.18	173,031.76	[5]	716,679.04	64,833.57	30,264.85	22,157.24	12,411.48	58,875.00
South Carolina	1,729,775.94	2,340,929.23	1,457,163.54	1,122,658.30	285,664.80	48,840.44	492,874.93	194,857.76	97,628.28	64,412.09	32,817.39	196,033.00
South Dakota	1,541,407.20	2,531,783.05	2,242,304.69	2,216,529.56	[5]	25,775.13	130,811.51	89,943.85	44,654.25	23,540.17	21,749.43	68,723.00
Tennessee	3,080,947.81	4,083,835.44	2,798,162.08	1,861,120.09	803,925.16	133,116.83	875,870.14	173,026.22	79,831.92	45,986.87	47,207.43	236,777.00
Texas	12,841,559.82	11,843,922.11	9,150,620.43	9,150,620.43	[5]	[5]	1,979,656.76	361,531.98	170,009.95	122,191.76	69,330.27	352,112.94
Utah	2,570,633.41	2,756,367.28	2,295,500.42	1,895,222.59	367,989.44	32,288.39	301,754.97	99,137.89	54,514.96	29,999.98	14,622.95	59,974.00
Vermont	874,217.00	877,872.04	551,059.09	489,325.26	46,217.42	15,516.41	210,505.08	72,874.95	38,981.03	18,409.87	15,484.05	43,432.92
Virginia	1,179,556.57	1,954,665.99	702,431.03	554,758.71	94,068.19	53,604.13	846,039.18	206,793.78	94,599.73	72,040.08	40,153.97	199,402.00

Washington	6, 573, 219. 25	7, 352, 663. 87	6, 452, 714. 02	5, 523, 511. 51	737, 313. 32	191, 889. 19	687, 975. 24	125, 208. 61	50, 605. 94	54, 540. 00	20, 062. 67	86, 766. 00
West Virginia	3, 594, 344. 92	3, 551, 833. 17	2, 202, 705. 11	1, 537, 843. 71	584, 850. 86	80, 010. 54	1, 091, 024. 67	118, 803. 39	37, 005. 17	53, 672. 75	28, 125. 47	139, 300. 00
Wisconsin	7, 296, 246. 78	8, 797, 055. 65	7, 374, 601. 22	5, 850, 983. 18	1, 248, 784. 06	274, 833. 98	1, 089, 422. 33	176, 637. 10	64, 845. 30	77, 318. 66	34, 473. 14	156, 395. 00
Wyoming	663, 154. 60	729, 739. 69	531, 334. 66	424, 446. 99	82, 147. 23	24, 740. 44	164, 490. 70	19, 971. 02	11, 779. 23	8, 191. 79	(7)	13, 943. 31

[1] Excludes Federal funds for vocational rehabilitation under title V, pt. 4, which are not segregated from other Federal funds provided for similar purposes. For any given period, amounts in this table may differ from those in table A–5 since amounts certified by the Board are attributed to the quarter for which they were provided. The Board may certify amounts to be granted for the current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within the period for which the funds are certified.

[2] Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of the unemployment compensation program; as of June 30, 1939, such grants had been made to all 51 jurisdictions.

[3] Administered by the U. S. Children's Bureau.

[4] Administered by the U. S. Public Health Service.

[5] No plan approved by the Social Security Board.

[6] Refund of unexpended grants for the fiscal year 1937-38. No plan approved by the Social Security Board for fiscal year 1938–39.

[7] No plan approved by the Chief of the U. S. Children's Bureau.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

TABLE A–5.—*Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1937–38 and, by quarters, for the fiscal year 1938–39*

[Revised to Aug. 15, 1939]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
All participating States:								
Total, fiscal year 1937–38	$251,877,097.67	$209,621,197.70	$179,200,018.33	$25,237,320.82	$5,183,858.55	$42,255,899.97	$27,878,119.63	$14,377,780.34
Total, fiscal year 1938–39	302,541,600.43	243,783,240.90	208,050,575.81	30,496,932.10	5,235,732.99	58,758,359.53	38,539,539.94	20,218,819.59
First quarter	74,549,286.26	59,722,622.59	51,060,612.59	7,432,359.99	1,229,650.01	14,826,663.67	9,843,374.01	4,983,289.66
Second quarter	73,121,631.01	57,359,089.65	48,831,812.53	7,274,447.05	1,252,830.07	15,762,541.36	10,446,437.89	5,316,103.47
Third quarter	77,954,668.59	62,254,862.01	53,339,854.80	7,570,668.14	1,344,339.07	15,699,806.58	10,449,125.30	5,250,681.28
Fourth quarter	76,916,014.57	64,446,666.65	54,818,295.89	8,219,456.92	1,408,913.84	12,469,347.92	7,800,602.74	4,668,745.18
Alabama:								
Total, fiscal year 1937–38	1,952,714.11	1,239,059.28	908,189.78	311,032.83	19,836.67	713,654.83	473,622.53	240,032.30
Total, fiscal year 1938–39	1,981,316.62	1,314,367.21	925,786.34	364,043.95	24,536.92	666,949.41	421,651.06	245,298.35
First quarter	644,831.61	452,594.99	338,317.74	105,762.05	8,515.20	192,236.62	129,741.71	62,494.91
Second quarter	528,273.41	350,103.70	253,132.15	90,605.50	6,366.05	178,169.71	125,931.44	52,238.27
Third quarter	520,394.05	352,262.45	230,392.29	115,290.28	6,579.88	168,131.60	100,528.31	67,603.29
Fourth quarter	287,817.55	159,406.07	103,944.16	52,386.12	3,075.79	128,411.48	65,449.60	62,961.88
Alaska:								
Total, fiscal year 1937–38	175,425.69	144,458.99	144,458.99	(4)	(4)	30,966.70	30,966.70	----------
Total, fiscal year 1938–39	202,747.00	163,176.31	163,176.31	(4)	(4)	39,570.69	30,160.60	9,410.09
First quarter	53,977.14	45,357.38	45,357.38	(4)	(4)	8,619.76	6,203.76	2,416.00
Second quarter	43,823.50	32,614.84	32,614.84	(4)	(4)	11,208.66	7,915.98	3,292.68
Third quarter	47,319.97	37,510.20	37,510.20	(4)	(4)	9,809.77	7,797.71	2,012.06
Fourth quarter	57,626.39	47,693.89	47,693.89	(4)	(4)	9,932.50	8,243.15	1,659.35
Arizona:								
Total, fiscal year 1937–38	1,234,037.97	930,836.30	657,163.31	236,395.12	37,277.87	303,201.67	202,139.26	101,062.41
Total, fiscal year 1938–39	1,707,373.20	1,425,551.75	1,083,917.53	299,155.24	42,478.98	281,821.45	182,381.60	99,439.85
First quarter	395,300.85	301,509.73	237,773.68	53,847.02	9,889.03	93,791.12	65,949.28	27,841.84
Second quarter	428,670.33	366,027.51	278,429.86	76,363.70	11,233.95	62,642.82	40,770.04	21,872.78
Third quarter	429,470.72	369,500.83	277,668.95	82,230.79	9,601.09	59,969.89	34,802.59	25,167.30
Fourth quarter	453,931.30	388,513.68	290,045.04	86,713.73	11,754.91	65,417.62	40,859.69	24,557.93

Arkansas:								
Total, fiscal year 1937–38	1,485,146.80	1,313,904.49	1,061,519.82	209,071.58	43,313.09	171,242.31	171,242.31	
Total, fiscal year 1938–39	1,186,837.33	838,605.95	675,697.18	139,699.70	23,209.07	348,231.38	232,293.68	115,937.70
First quarter	426,059.80	333,473.04	274,873.99	48,971.07	9,627.98	92,586.76	51,264.07	41,322.69
Second quarter	164,998.10	51,736.22	38,983.35	12,525.28	227.59	113,261.88	77,866.29	35,395.59
Third quarter	264,651.42	195,765.38	159,058.59	31,728.35	4,978.44	68,886.04	54,987.22	13,898.82
Fourth quarter	331,128.01	257,631.31	202,781.25	46,475.00	8,375.06	73,496.70	48,176.10	25,320.60
California:								
Total, fiscal year 1937–38	23,204,178.17	19,745,351.61	17,346,809.17	1,427,992.75	970,549.69	3,458,826.56	2,479,406.86	979,419.70
Total, fiscal year 1938–39	29,082,207.04	25,256,367.63	22,482,057.87	1,633,696.62	1,140,613.14	3,825,839.41	3,338,222.79	487,616.62
First quarter	6,926,806.29	6,051,410.04	5,384,546.51	396,254.28	270,609.25	875,396.25	791,656.01	83,740.24
Second quarter	7,051,195.82	6,195,919.14	5,487,572.15	434,734.83	273,612.16	855,276.68	779,086.08	76,190.60
Third quarter	7,490,017.23	6,425,647.22	5,714,722.58	422,456.04	288,468.60	1,064,370.01	897,163.61	167,206.40
Fourth quarter	7,614,187.70	6,583,391.23	5,895,216.63	380,251.47	307,923.13	1,030,796.47	870,317.09	160,479.38
Colorado:								
Total, fiscal year 1937–38	6,309,637.58	6,208,743.79	5,665,781.66	452,135.71	90,831.42	100,888.79	100,888.79	
Total, fiscal year 1938–39	7,001,338.29	6,608,093.20	5,936,543.34	563,008.38	108,541.48	393,245.09	247,227.91	146,017.18
First quarter	1,565,961.82	1,521,944.90	1,373,116.81	121,741.52	27,086.57	44,016.92	29,835.48	14,181.44
Second quarter	1,623,845.49	1,483,019.34	1,321,986.32	135,119.79	25,913.23	140,826.15	84,005.33	56,820.82
Third quarter	1,791,734.87	1,668,412.32	1,503,889.68	138,053.27	26,469.37	123,322.55	78,063.66	45,258.89
Fourth quarter	2,019,796.11	1,934,716.64	1,737,550.53	168,093.80	29,072.31	85,079.47	55,323.44	29,756.03
Connecticut:								
Total, fiscal year 1937–38	3,484,456.89	2,267,425.14	2,267,425.14	(4)	[5] 0	1,217,031.75	834,741.18	382,290.57
Total, fiscal year 1938–39	3,871,710.25	2,520,141.71	2,502,954.57	(4)	17,187.14	1,351,568.54	1,042,019.06	309,549.48
First quarter	1,019,830.44	594,556.88	593,579.17	(4)	977.71	425,273.56	335,924.75	89,348.81
Second quarter	941,588.18	636,850.21	630,799.58	(4)	6,050.63	304,737.97	253,506.48	51,231.49
Third quarter	933,202.40	640,489.61	635,761.35	(4)	4,728.26	292,712.79	211,515.50	81,197.29
Fourth quarter	977,089.23	648,245.01	642,814.47	(4)	5,430.54	328,844.22	241,072.33	87,771.89
Delaware:								
Total, fiscal year 1937–38	399,540.94	261,120.97	198,573.38	62,547.59	(4)	138,419.97	138,419.97	
Total, fiscal year 1938–39	448,677.54	233,665.54	168,894.07	64,771.47	(4)	215,012.00	153,898.18	61,113.82
First quarter	115,821.72	62,792.79	47,250.00	15,542.79	(4)	53,028.93	33,794.84	19,234.09
Second quarter	117,690.15	51,500.16	34,206.90	17,293.26	(4)	66,189.99	42,313.17	23,876.82
Third quarter	106,235.67	60,040.21	43,552.42	16,487.79	(4)	46,195.46	39,445.14	6,750.32
Fourth quarter	108,930.00	59,332.38	43,884.75	15,447.63	(4)	49,597.62	38,345.03	11,252.59
District of Columbia:								
Total, fiscal year 1937–38	992,273.32	625,425.83	424,421.03	180,410.68	20,594.12	366,847.49	270,669.71	96,177.78
Total, fiscal year 1938–39	1,154,346.46	691,398.43	486,706.97	169,841.97	34,849.49	462,948.03	290,256.39	172,691.64

See footnotes at end of table.

TABLE A–5.—*Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1937–38 and, by quarters, for the fiscal year 1938–39*—Continued

[Revised to Aug. 15, 1939]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
District of Columbia—Continued.								
First quarter	$291,539.71	$186,418.64	$122,570.97	$56,283.47	$7,564.20	$105,121.07	$69,436.53	$35,684.54
Second quarter	288,476.19	172,177.54	119,028.19	44,496.30	8,653.05	116,298.65	70,903.08	45,395.57
Third quarter	276,867.70	158,616.55	116,892.57	32,464.83	9,259.15	118,251.15	72,616.56	45,634.59
Fourth quarter	297,462.86	174,185.70	128,215.24	36,597.37	9,373.09	123,277.16	77,300.22	45,976.94
Florida:								
Total, fiscal year 1937–38	2,456,548.88	2,264,655.97	2,192,835.97	[4]	71,820.00	191,892.91	191,892.91	
Total, fiscal year 1938–39	3,806,943.85	3,314,253.12	2,973,664.01	169,381.34	171,207.77	492,690.73	331,826.18	160,864.55
First quarter	729,118.44	668,884.71	617,591.63	31,100.00	20,193.08	60,233.73	60,233.73	
Second quarter	967,013.57	794,621.18	703,366.13	43,986.67	47,268.38	172,392.39	93,565.21	78,827.18
Third quarter	1,116,881.96	944,005.67	868,310.29	25,404.58	50,290.80	172,876.29	102,251.85	70,624.44
Fourth quarter	993,929.88	906,741.56	784,395.96	68,890.09	53,455.51	87,188.32	75,775.39	11,412.93
Georgia:								
Total, fiscal year 1937–38	2,066,983.66	1,841,162.14	1,474,386.59	310,319.30	56,456.25	225,821.52	225,821.52	
Total, fiscal year 1938–39	2,879,150.61	2,167,625.93	1,675,205.74	412,170.01	80,250.18	711,524.68	364,433.33	347,091.35
First quarter	731,079.91	585,766.97	454,624.15	110,868.11	20,274.71	145,312.94	51,113.50	94,199.44
Second quarter	873,481.45	673,737.50	524,475.00	128,000.00	21,262.50	199,743.95	104,936.70	94,807.25
Third quarter	661,788.20	450,971.79	345,667.35	86,126.46	19,177.98	210,816.41	115,528.60	95,287.81
Fourth quarter	612,801.05	457,149.67	350,439.24	87,175.44	19,534.99	155,651.38	92,854.53	62,796.85
Hawaii:								
Total, fiscal year 1937–38	365,605.16	266,846.64	130,678.57	127,894.07	8,274.00	98,758.52	98,758.52	
Total, fiscal year 1938–39	405,116.55	269,026.88	133,773.10	134,104.88	1,148.90	136,089.67	126,665.91	9,423.76
First quarter	107,338.86	79,564.66	37,257.97	42,306.69	[6] 0	27,774.20	27,774.20	
Second quarter	117,381.61	71,809.86	37,448.78	34,361.08	[6] 0	45,571.75	40,084.94	5,486.81
Third quarter	87,330.12	48,433.13	24,616.56	23,816.57	[6] 0	38,896.99	35,721.06	3,175.93
Fourth quarter	93,065.96	69,219.23	34,449.79	33,620.54	1,148.90	23,846.73	23,085.71	761.02
Idaho:								
Total, fiscal year 1937–38	1,547,023.03	1,420,571.66	1,116,676.58	264,478.60	39,416.48	126,451.37	126,451.37	
Total, fiscal year 1938–39	1,767,293.98	1,520,183.30	1,178,654.03	302,580.82	38,948.45	247,110.68	173,883.83	73,226.85

First quarter	448,892.46	361,452.56	285,557.74	65,900.39	9,994.43	87,439.90	64,027.95	23,411.95
Second quarter	419,603.69	306,986.17	286,059.64	71,546.35	9,380.18	52,617.52	40,805.11	11,812.41
Third quarter	438,574.62	394,114.46	302,866.92	82,130.65	9,116.89	44,460.16	25,959.18	18,500.98
Fourth quarter	460,223.21	397,630.11	304,169.73	83,003.43	10,456.95	62,593.10	43,091.59	19,501.51
Illinois:								
Total, fiscal year 1937–38	13,218,068.06	12,855,682.21	12,855,682.21	(4)	(4)	362,385.85	362,385.85	
Total, fiscal year 1938–39	16,121,017.54	14,768,558.08	14,768,558.08	(4)	(4)	1,352,459.46	950,057.42	402,402.04
First quarter	3,765,347.40	3,568,237.80	3,568,237.80	(4)	(4)	197,109.60	197,109.60	
Second quarter	3,891,193.43	3,651,068.61	3,651,068.61	(4)	(4)	240,124.82	240,124.82	
Third quarter	3,996,112.05	3,669,693.30	3,669,693.30	(4)	(4)	326,418.75	223,814.27	102,604.48
Fourth quarter	4,468,364.66	3,879,558.37	3,879,558.37	(4)	(4)	588,806.29	289,008.73	299,797.56
Indiana:								
Total, fiscal year 1937–38	7,297,413.27	5,730,729.97	4,045,669.50	1,432,192.04	252,868.43	1,566,683.30	1,078,888.88	487,794.42
Total, fiscal year 1938–39	9,609,345.34	7,813,994.01	5,776,922.18	1,750,141.81	286,930.02	1,795,351.33	1,268,482.36	526,868.97
First quarter	2,249,241.60	1,714,946.60	1,233,603.53	415,268.73	66,074.34	534,295.00	372,805.28	161,489.72
Second quarter	2,370,063.50	2,005,000.62	1,482,874.21	454,029.35	68,097.06	365,062.88	264,072.03	100,990.85
Third quarter	2,469,829.40	2,004,436.06	1,489,488.46	440,545.39	74,402.21	465,393.34	325,110.20	140,283.14
Fourth quarter	2,520,210.84	2,089,610.73	1,570,955.98	440,298.34	78,356.41	430,600.11	306,494.85	124,105.26
Iowa:								
Total, fiscal year 1937–38	5,367,297.75	5,072,716.41	4,981,098.16	(4)	91,618.25	294,581.34	209,886.38	84,694.96
Total, fiscal year 1938–39	7,071,882.53	6,415,834.11	6,248,889.46	(4)	166,944.65	656,048.42	424,693.55	231,354.87
First quarter	1,758,434.21	1,565,404.98	1,525,959.75	(4)	39,445.23	193,029.23	136,094.48	56,934.75
Second quarter	1,733,917.24	1,572,775.31	1,532,405.70	(4)	40,369.61	161,141.93	110,542.26	50,599.67
Third quarter	1,786,862.13	1,649,640.94	1,606,500.00	(4)	43,140.94	137,221.19	74,734.86	62,486.33
Fourth quarter	1,792,668.95	1,628,012.88	1,584,024.01	(4)	43,988.87	164,656.07	103,321.95	61,334.12
Kansas:								
Total, fiscal year 1937–38	1,971,783.73	1,840,589.14	1,433,919.97	341,959.30	64,709.87	131,194.59	131,194.59	
Total, fiscal year 1938–39	3,778,812.46	3,345,855.91	2,677,352.87	552,675.60	115,827.44	432,956.55	319,397.44	113,559.11
First quarter	963,636.19	865,894.49	688,702.29	153,580.41	23,611.79	97,741.70	53,958.65	43,783.05
Second quarter	912,243.60	756,544.94	623,701.95	107,480.66	25,362.33	155,698.66	104,596.21	51,102.45
Third quarter	950,015.36	832,492.81	671,977.16	127,960.41	32,555.24	117,522.55	104,348.99	13,173.56
Fourth quarter	952,917.31	890,923.67	692,971.47	163,654.12	34,298.08	61,993.64	56,493.59	5,500.05
Kentucky:								
Total, fiscal year 1937–38	2,205,290.30	1,982,251.43	1,982,251.43	(4)	(4)	223,038.87	223,038.87	
Total, fiscal year 1938–39	2,990,519.89	2,351,544.10	2,351,544.10	(4)	(4)	638,975.79	492,521.60	146,454.19
First quarter	685,679.57	573,520.66	573,520.66	(4)	(4)	112,158.91	80,047.33	32,111.58
Second quarter	753,541.33	597,114.10	597,114.10	(4)	(4)	156,427.23	111,162.89	45,264.34
Third quarter	806,926.63	576,355.27	576,355.27	(4)	(4)	230,571.36	194,734.76	35,836.60
Fourth quarter	744,372.36	604,554.07	604,554.07	(4)	(4)	139,818.29	106,576.62	33,241.67

See footnotes at end of table.

TABLE A–5.—*Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1937–38 and, by quarters, for the fiscal year 1938–39*—Continued

[Revised to Aug. 15, 1939]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
Louisiana:								
Total, fiscal year 1937–38	$2,980,764.89	$2,325,799.72	$1,559,775.32	$751,035.97	$14,988.43	$654,965.17	$411,680.62	$243,284.55
Total, fiscal year 1938–39	3,720,248.76	2,926,161.19	1,886,588.94	979,158.20	60,414.05	794,087.57	520,418.69	273,668.88
First quarter	886,725.22	662,430.63	418,371.19	232,116.77	11,942.67	224,294.59	150,306.35	73,988.24
Second quarter	955,664.97	748,206.86	480,023.52	252,693.39	15,489.95	207,458.11	134,006.48	73,451.63
Third quarter	970,901.63	778,073.66	508,715.54	252,068.89	17,289.23	192,827.97	125,381.30	67,446.67
Fourth quarter	906,956.94	737,450.04	479,478.69	242,279.15	15,692.20	169,506.90	110,724.56	58,782.34
Maine:								
Total, fiscal year 1937–38	1,276,428.54	782,021.83	445,041.45	185,300.27	151,680.11	494,406.71	319,393.12	175,013.59
Total, fiscal year 1938–39	2,383,181.30	1,908,136.58	1,534,005.16	196,009.66	178,121.76	475,044.72	353,047.44	121,997.28
First quarter	602,263.65	461,977.33	364,822.50	49,684.32	47,470.51	140,286.32	106,853.36	33,432.96
Second quarter	607,636.12	496,769.57	403,841.55	48,764.75	44,163.27	110,866.55	80,987.11	29,879.44
Third quarter	577,178.37	469,214.81	378,914.02	48,534.94	41,765.85	107,963.56	77,329.40	30,634.16
Fourth quarter	596,103.16	480,174.87	386,427.09	49,025.65	44,722.13	115,928.29	87,877.57	28,050.72
Maryland:								
Total, fiscal year 1937–38	3,443,927.74	2,630,700.46	1,699,913.15	854,985.23	75,802.08	813,227.28	541,913.21	271,314.07
Total, fiscal year 1938–39	4,004,311.73	3,058,708.90	1,908,908.32	1,070,251.39	79,549.19	945,602.83	682,755.87	262,846.96
First quarter	1,005,562.47	744,663.82	462,741.24	263,581.69	18,340.89	260,898.65	199,920.97	60,977.68
Second quarter	990,542.75	769,835.98	486,636.05	264,060.90	19,139.03	220,706.77	150,999.85	69,706.92
Third quarter	1,004,682.50	764,483.95	482,862.95	260,930.44	20,690.56	240,198.55	170,809.93	69,388.62
Fourth quarter	1,003,524.01	779,725.15	476,668.08	281,678.36	21,378.71	223,798.86	161,025.12	62,773.74
Massachusetts:								
Total, fiscal year 1937–38	14,673,118.24	11,955,431.22	10,883,044.32	945,270.67	127,116.23	2,717,687.02	1,897,356.88	820,330.14
Total, fiscal year 1938–39	17,675,682.23	14,301,626.26	12,708,494.89	1,440,460.34	152,671.03	3,374,055.97	2,482,426.51	891,629.46
First quarter	4,198,993.44	3,357,899.30	2,991,727.33	330,833.69	35,338.28	841,094.14	641,680.49	199,413.65
Second quarter	4,340,253.07	3,452,029.09	3,066,849.21	347,907.13	37,272.75	888,223.98	664,684.56	223,539.42
Third quarter	4,555,289.80	3,664,491.12	3,253,721.51	371,357.63	39,411.98	890,798.68	635,238.32	255,560.36
Fourth quarter	4,581,145.92	3,827,206.75	3,396,196.84	390,361.89	40,648.02	753,939.17	540,823.14	213,116.03

Michigan:								
Total, fiscal year 1937–38	9,589,671.95	8,328,246.76	6,570,747.50	1,693,072.81	64,426.45	1,261,425.19	744,761.42	516,663.77
Total, fiscal year 1938–39	13,231,906.87	9,818,854.72	8,193,489.40	1,549,962.01	75,403.31	3,413,052.15	2,055,692.36	1,357,359.79
First quarter	3,432,880.69	2,302,626.57	2,007,882.41	277,342.36	17,401.80	1,130,254.12	711,119.90	419,134.22
Second quarter	3,261,493.21	2,429,867.29	2,069,105.19	343,256.47	17,505.63	831,625.92	548,999.93	282,625.99
Third quarter	3,245,929.39	2,368,699.51	1,905,143.69	444,718.05	18,837.77	877,229.88	535,388.85	341,841.03
Fourth quarter	3,291,603.58	2,717,661.35	2,211,358.11	484,645.13	21,658.11	573,942.23	260,183.68	313,758.55
Minnesota:								
Total, fiscal year 1937–38	9,586,830.31	8,496,367.69	7,838,997.14	585,375.72	71,994.83	1,090,462.62	668,068.78	422,393.84
Total, fiscal year 1938–39	10,682,396.82	9,222,376.80	8,297,704.76	813,048.38	111,623.66	1,460,020.02	1,006,294.19	453,725.83
First quarter	2,533,349.41	2,152,878.76	1,963,579.76	169,607.56	19,691.44	380,470.65	263,446.52	117,024.13
Second quarter	2,716,141.71	2,315,684.83	2,075,632.01	206,858.38	33,194.44	400,456.88	281,328.83	119,128.05
Third quarter	2,695,284.40	2,335,199.87	2,109,275.61	197,108.33	28,815.93	360,084.53	250,414.97	109,669.56
Fourth quarter	2,737,621.30	2,418,613.34	2,149,217.38	239,474.11	29,921.85	319,007.96	211,103.87	107,904.09
Mississippi:								
Total, fiscal year 1937–38	714,629.40	425,097.82	425,097.82	(4)	(4)	289,531.58	188,984.33	100,547.25
Total, fiscal year 1938–39	1,161,647.69	808,489.40	793,503.68	(4)	14,985.72	353,158.29	238,474.43	114,683.86
First quarter	310,873.53	216,059.61	216,059.61	(4)	(4)	94,813.92	64,205.41	30,608.51
Second quarter	300,078.56	222,581.83	220,053.88	(4)	2,527.95	77,496.73	56,207.61	21,289.12
Third quarter	249,676.38	155,483.67	149,282.11	(4)	6,201.56	94,192.71	59,110.70	35,082.01
Fourth quarter	301,019.22	214,364.29	208,108.08	(4)	6,256.21	86,654.93	58,950.71	27,704.22
Missouri:								
Total, fiscal year 1937–38	6,461,846.84	6,210,651.82	5,983,851.82	226,800.00	(4)	251,195.02	251,195.02	----------
Total, fiscal year 1938–39	9,955,829.25	8,644,674.20	7,887,319.36	757,354.84	(4)	1,311,155.05	768,094.76	543,060.29
First quarter	2,134,930.93	1,895,992.55	1,726,763.59	169,228.96	(4)	238,938.38	148,107.38	90,831.00
Second quarter	2,390,659.29	2,069,928.96	1,849,046.06	220,882.90	(4)	320,730.33	189,284.90	131,445.43
Third quarter	2,608,195.02	2,119,737.71	1,978,619.71	141,118.00	(4)	488,457.31	292,762.44	195,694.87
Fourth quarter	2,822,044.01	2,559,014.98	2,332,890.00	226,124.98	(4)	263,029.03	137,940.04	125,088.99
Montana:								
Total, fiscal year 1937–38	1,695,152.35	1,586,331.86	1,435,155.49	140,938.87	10,237.50	108,820.49	108,820.49	----------
Total, fiscal year 1938–39	1,905,434.82	1,782,021.99	1,528,222.55	248,927.96	4,871.48	123,412.83	118,902.36	4,510.47
First quarter	506,472.35	476,743.01	413,110.24	63,632.77	(6) 0	29,729.34	29,729.34	----------
Second quarter	485,340.74	458,676.08	389,177.32	69,498.76	(6) 0	26,664.66	26,664.66	----------
Third quarter	494,283.11	464,569.76	400,473.15	63,186.26	910.35	29,713.35	29,713.35	----------
Fourth quarter	419,338.62	382,033.14	325,461.84	52,610.17	3,961.13	37,305.48	32,795.01	4,510.47
Nebraska:								
Total, fiscal year 1937–38	2,712,606.82	2,624,325.33	2,092,776.60	476,545.17	55,003.56	88,281.49	88,281.49	----------
Total, fiscal year 1938–39	3,691,154.93	3,356,562.30	2,752,737.14	528,901.48	74,923.68	334,592.63	193,956.64	140,635.99

See footnotes at end of table.

TABLE A–5.—*Federal grants to States: Advances certified[1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1937–38 and, by quarters, for the fiscal year 1938–39*—Continued

[Revised to Aug. 15, 1939]

State	Total grants	Advances certified[1] for direct assistance and administration of public assistance[2]				Advances certified[1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services[3]
Nebraska—Continued.								
First quarter	$841,602.68	$775,398.73	$642,857.50	$117,789.71	$14,751.52	$66,203.95	$37,725.46	$28,478.49
Second quarter	906,526.06	815,194.23	669,556.28	127,024.65	18,613.30	91,331.83	45,530.90	45,800.93
Third quarter	1,011,589.99	908,486.26	739,622.57	147,730.66	21,133.03	103,103.73	65,221.41	37,882.32
Fourth quarter	931,436.20	857,483.08	700,700.79	136,356.46	20,425.83	73,953.12	45,478.87	28,474.25
Nevada:								
Total, fiscal year 1937–38	346,481.98	236,561.17	236,561.17	(4)	(4)	109,920.81	109,920.81	
Total, fiscal year 1938–39	503,390.44	348,554.87	348,554.87	(4)	(4)	154,835.57	94,900.13	59,935.44
First quarter	107,605.20	73,978.51	73,978.51	(4)	(4)	33,626.69	20,568.14	13,058.55
Second quarter	134,111.46	86,106.83	86,106.83	(4)	(4)	48,004.63	27,609.38	20,395.25
Third quarter	140,069.14	93,089.85	93,089.85	(4)	(4)	46,979.29	31,283.42	15,695.87
Fourth quarter	121,604.64	95,379.68	95,379.68	(4)	(4)	26,224.96	15,439.19	10,785.77
New Hampshire:								
Total, fiscal year 1937–38	1,005,152.02	614,266.80	521,245.15	54,969.79	38,051.86	390,885.22	268,969.22	121,916.00
Total, fiscal year 1938–39	1,007,693.06	665,136.27	574,904.90	52,428.95	37,802.42	342,556.79	236,937.30	105,619.49
First quarter	259,410.44	159,342.94	139,211.22	12,407.02	7,724.70	100,067.50	71,733.56	28,333.94
Second quarter	252,503.66	163,677.22	141,248.96	13,120.00	9,308.26	88,826.44	62,054.10	26,772.34
Third quarter	242,932.95	162,254.63	138,862.35	13,722.12	9,670.16	80,678.32	55,484.00	25,194.32
Fourth quarter	252,846.01	179,861.48	155,582.37	13,179.81	11,099.30	72,984.53	47,665.64	25,318.89
New Jersey:								
Total, fiscal year 1937–38	4,365,002.37	3,843,888.38	2,619,497.72	1,152,432.30	71,958.36	521,113.99	521,113.99	
Total, fiscal year 1938–39	6,545,205.36	4,525,367.88	3,213,011.89	1,228,069.08	84,286.91	2,019,837.48	1,448,269.61	571,567.87
First quarter	1,495,640.18	1,101,079.33	725,054.62	355,373.45	20,651.26	394,560.85	225,519.81	169,041.04
Second quarter	1,819,461.59	1,102,210.67	741,850.71	339,030.70	21,329.26	717,250.92	475,853.31	241,397.61
Third quarter	1,851,191.23	1,196,851.79	842,483.53	334,048.13	20,320.13	654,339.44	493,210.22	161,129.22
Fourth quarter	1,378,912.36	1,125,226.09	903,623.03	199,616.80	21,986.26	253,686.27	253,686.27	
New Mexico:								
Total, fiscal year 1937–38	483,286.03	434,361.25	273,658.34	142,147.93	18,554.98	48,924.78	48,924.78	
Total, fiscal year 1938–39	624,595.36	430,447.17	275,963.99	136,830.60	17,652.58	194,148.19	113,437.58	80,710.61

First quarter	160,137.58	114,315.55	73,455.53	36,025.66	4,834.36	45,822.03	24,034.38	21,787.65
Second quarter	158,840.06	100,346.89	63,920.59	32,510.28	3,916.02	58,493.17	32,643.12	25,850.05
Third quarter	149,762.86	100,978.37	65,753.31	31,050.99	4,174.07	48,784.49	27,779.45	21,005.04
Fourth quarter	155,854.86	114,806.36	72,834.56	37,243.67	4,728.13	41,048.50	28,980.63	12,067.87
New York:								
Total, fiscal year 1937–38	25,117,633.56	18,122,671.02	14,092,846.64	3,734,697.32	295,127.06	6,994,962.54	3,658,547.92	3,336,414.62
Total, fiscal year 1938–39	28,498,402.90	19,253,970.76	14,886,684.33	4,047,023.76	320,262.67	9,244,432.14	4,959,186.71	4,285,245.43
First quarter	7,429,986.05	4,877,313.75	3,548,972.85	1,262,742.01	65,598.89	2,552,672.30	1,439,873.20	1,112,799.10
Second quarter	7,174,660.58	4,610,934.19	3,731,756.57	809,503.15	69,674.47	2,563,726.39	1,418,712.06	1,145,014.33
Third quarter	7,245,833.69	4,811,001.22	3,829,067.12	891,800.83	90,133.27	2,434,832.47	1,401,390.64	1,033,441.83
Fourth quarter	6,647,922.58	4,954,721.60	3,776,887.79	1,082,977.77	94,856.04	1,693,200.98	699,210.81	993,990.17
North Carolina:								
Total, fiscal year 1937–38	2,804,459.39	1,684,354.74	1,190,088.87	340,369.66	153,896.21	1,120,104.65	740,798.10	379,306.55
Total, fiscal year 1938–39	3,728,306.59	2,578,736.88	1,854,120.87	549,816.38	174,799.63	1,149,569.71	859,431.87	290,137.84
First quarter	947,729.96	638,312.90	452,754.59	144,007.27	41,551.04	309,417.06	250,509.28	58,907.78
Second quarter	948,031.03	654,750.66	476,024.26	138,912.46	39,813.94	293,280.37	220,288.28	72,992.09
Third quarter	920,441.39	632,016.24	457,146.26	127,307.94	47,562.04	288,425.15	209,116.49	79,308.66
Fourth quarter	912,104.21	653,657.08	468,195.76	139,588.71	45,872.61	258,447.13	179,517.82	78,929.31
North Dakota:								
Total, fiscal year 1937–38	910,976.90	804,549.14	699,666.47	104,882.67	[6] 0	106,427.76	106,427.76	
Total, fiscal year 1938–39	1,260,703.44	1,107,004.22	896,495.26	201,880.55	8,628.41	153,699.22	77,035.07	76,664.15
First quarter	258,289.34	222,095.97	206,478.30	15,617.67	[6] 0	36,193.37	19,228.88	16,964.49
Second quarter	326,030.07	277,567.96	226,558.50	49,258.56	1,750.90	48,462.11	23,062.37	25,399.74
Third quarter	326,914.47	287,121.17	219,674.71	64,390.43	3,056.03	39,793.30	18,258.48	21,534.82
Fourth quarter	349,469.56	320,219.12	243,783.75	72,613.89	3,821.48	29,250.44	16,485.34	12,765.10
Ohio:								
Total, fiscal year 1937–38	16,100,845.75	15,618,407.52	13,859,183.04	1,349,535.09	409,689.39	482,438.23	482,438.23	
Total, fiscal year 1938–39	19,678,457.47	17,325,394.67	15,391,999.25	1,462,155.58	471,239.84	2,353,062.80	1,895,382.74	457,680.06
First quarter	5,137,433.01	4,398,351.08	4,416,198.87	366,319.86	115,832.35	239,081.93	239,081.93	
Second quarter	3,949,706.39	3,205,493.85	2,719,684.09	368,314.09	117,495.67	744,212.54	553,778.84	190,433.70
Third quarter	5,376,968.88	4,516,543.27	4,038,951.08	361,657.99	115,934.20	860,425.61	719,879.98	140,545.63
Fourth quarter	5,214,349.19	4,705,006.47	4,217,165.21	365,863.64	121,977.62	509,342.72	382,641.99	126,700.73
Oklahoma:								
Total, fiscal year 1937–38	7,026,545.60	6,822,869.40	5,890,062.10	793,812.75	138,994.55	203,676.20	203,676.20	
Total, fiscal year 1938–39	6,869,882.47	6,255,309.70	5,426,676.71	657,261.39	171,371.60	614,572.77	362,596.81	251,975.96
First quarter	1,669,103.40	1,522,319.44	1,286,567.89	187,026.84	48,724.71	146,783.96	67,290.07	79,493.89
Second quarter	880,669.05	653,802.67	554,371.91	75,127.95	24,302.81	226,866.38	136,310.79	90,555.59
Third quarter	2,125,324.54	1,999,695.09	1,761,099.41	186,556.60	52,039.08	125,629.45	86,570.00	39,059.45
Fourth quarter	2,194,785.48	2,079,492.50	1,824,637.50	208,550.00	46,305.00	115,292.98	72,425.95	42,867.03

See footnotes at end of table.

TABLE A–5.—*Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1937–38 and, by quarters, for the fiscal year 1938–39*—Continued

[Revised to Aug. 15, 1939]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
Oregon:								
Total, fiscal year 1937–38	$2,846,405.46	$2,147,761.76	$1,929,895.11	$153,325.84	$64,540.81	$698,643.70	$542,876.78	$155,766.92
Total, fiscal year 1938–39	3,491,353.11	2,836,835.54	2,535,546.34	230,584.16	70,705.04	654,517.57	489,427.65	165,089.92
First quarter	878,206.10	691,282.05	618,688.66	52,406.09	20,187.30	186,924.05	137,319.48	49,604.57
Second quarter	865,924.37	689,113.01	610,356.12	61,650.68	17,106.21	176,811.36	145,109.36	31,702.00
Third quarter	866,191.58	699,798.24	630,664.42	53,973.39	15,160.43	166,393.34	121,215.57	45,177.77
Fourth quarter	881,031.06	756,642.24	675,837.14	62,554.00	18,251.10	124,388.82	85,783.24	38,605.58
Pennsylvania:								
Total, fiscal year 1937–38	23,352,636.58	16,462,512.40	12,880,515.56	2,609,003.62	972,993.22	6,890,124.18	4,210,850.21	2,679,273.97
Total, fiscal year 1938–39	21,532,361.80	14,858,916.09	11,380,092.41	3,478,823.68	(?)	6,673,445.71	3,653,660.47	3,019,785.24
First quarter	5,603,439.87	3,743,758.50	3,068,758.50	675,000.00	(?)	1,859,681.37	992,910.61	866,770.76
Second quarter	5,275,771.38	3,335,848.92	2,577,110.38	758,738.54	(?)	1,939,922.46	1,142,815.81	797,106.65
Third quarter	5,713,985.70	4,040,086.13	3,172,433.53	867,652.60	(?)	1,673,899.57	910,607.15	763,292.42
Fourth quarter	4,939,164.85	3,739,222.54	2,561,790.00	1,177,432.54	(?)	1,199,942.31	607,326.90	592,615.41
Rhode Island:								
Total, fiscal year 1937–38	1,501,514.47	771,214.68	643,905.67	127,309.01	(4)	730,299.79	592,563.71	137,736.08
Total, fiscal year 1938–39	1,616,115.60	899,436.56	738,505.94	160,930.62	(4)	716,679.04	623,938.02	92,741.02
First quarter	411,373.84	220,809.31	181,929.82	38,879.49	(4)	190,564.53	167,051.68	23,512.85
Second quarter	411,881.09	223,328.99	181,829.81	41,499.18	(4)	188,552.10	155,546.91	33,005.19
Third quarter	396,414.14	229,488.59	188,534.06	40,954.53	(4)	166,925.55	148,800.18	18,125.37
Fourth quarter	396,446.53	225,809.67	186,212.25	39,597.42	(4)	170,636.86	152,539.25	18,097.61
South Carolina:								
Total, fiscal year 1937–38	1,354,768.34	1,010,795.01	828,289.67	138,715.01	43,790.33	343,973.33	269,370.54	74,602.79
Total, fiscal year 1938–39	1,934,040.13	1,457,163.54	1,122,658.30	285,664.80	48,840.44	476,876.59	340,369.85	136,506.74
First quarter	696,758.55	554,037.19	436,138.93	97,289.65	20,608.61	142,721.36	106,825.36	35,896.00
Second quarter	447,593.45	341,925.09	256,313.62	76,864.94	8,746.53	105,668.36	73,636.91	32,031.45
Third quarter	303,624.05	185,336.71	139,432.94	40,901.36	5,002.41	118,287.34	84,834.79	33,452.55
Fourth quarter	486,064.08	375,864.55	290,772.81	70,608.85	14,482.89	110,199.53	75,072.79	35,126.74

South Dakota:								
Total, fiscal year 1937–38	1,367,404.25	1,308,479.20	1,300,604.20	(4)	7,875.00	58,925.05	58,925.05	
Total, fiscal year 1938–39	2,243,126.54	2,112,315.03	2,088,678.41	(4)	23,636.62	130,811.51	95,946.09	34,865.42
First quarter	553,485.71	532,253.91	528,593.61	(4)	3,660.30	21,231.80	21,231.80	
Second quarter	594,375.22	552,349.68	545,354.06	(4)	6,995.62	42,025.54	26,132.77	15,892.77
Third quarter	572,476.85	532,959.44	525,411.44	(4)	7,548.00	39,517.41	24,871.27	14,646.14
Fourth quarter	522,788.76	494,752.00	489,319.30	(4)	5,432.70	28,036.76	23,710.25	4,326.51
Tennessee:								
Total, fiscal year 1937–38	2,311,855.16	1,706,809.40	1,087,829.21	566,961.94	52,018.25	605,045.76	344,153.26	260,892.50
Total, fiscal year 1938–39	3,738,238.20	2,862,368.06	1,927,190.11	796,788.19	138,389.76	875,870.14	503,754.37	372,115.77
First quarter	1,033,496.42	797,459.21	563,982.85	201,290.40	32,185.96	236,037.21	141,159.17	94,878.04
Second quarter	950,171.67	720,633.59	474,998.31	210,692.30	34,942.98	229,538.08	131,281.12	98,256.96
Third quarter	890,557.59	677,361.11	448,601.30	190,760.84	37,998.97	213,196.48	120,987.46	92,209.02
Fourth quarter	864,012.52	666,914.15	439,607.65	194,044.65	33,261.85	197,098.37	110,326.62	86,771.75
Texas:								
Total, fiscal year 1937–38	11,301,388.54	9,375,656.70	9,375,656.70	(4)	(4)	1,925,731.84	750,590.74	1,175,141.10
Total, fiscal year 1938–39	11,896,443.03	9,916,786.27	9,916,786.27	(4)	(4)	1,979,656.76	973,146.14	1,006,510.62
First quarter	2,841,441.90	2,412,565.84	2,412,565.84	(4)	(4)	428,876.06	229,033.15	199,842.91
Second quarter	2,942,005.79	2,424,406.96	2,424,406.96	(4)	(4)	517,598.83	254,738.49	262,860.34
Third quarter	3,008,929.99	2,470,648.95	2,470,648.95	(4)	(4)	538,281.04	263,697.73	274,583.31
Fourth quarter	3,104,065.35	2,609,164.52	2,609,164.52	(4)	(4)	494,900.83	225,676.77	269,224.06
Utah:								
Total, fiscal year 1937–38	2,425,222.38	2,170,642.83	1,799,537.64	331,695.54	39,409.65	254,579.55	183,505.44	71,074.11
Total, fiscal year 1938–39	2,424,202.80	2,122,447.83	1,762,840.55	328,628.59	30,978.69	301,754.97	218,248.24	83,506.73
First quarter	716,942.84	632,043.51	535,059.79	87,348.92	9,634.80	84,899.33	63,125.52	21,773.81
Second quarter	559,908.59	484,195.49	400,651.39	75,737.87	7,806.23	75,713.10	53,453.64	22,259.46
Third quarter	549,659.64	490,844.57	401,452.91	82,128.28	7,263.38	58,815.07	40,023.05	18,792.02
Fourth quarter	597,691.73	515,364.26	425,676.46	83,413.52	6,274.28	82,327.47	61,646.03	20,681.44
Vermont:								
Total, fiscal year 1937–38	717,751.91	471,497.45	424,759.40	30,969.92	15,768.13	246,254.46	164,759.29	81,495.17
Total, fiscal year 1938–39	779,142.95	568,637.87	506,904.04	46,217.42	15,516.41	210,505.08	146,532.28	63,972.80
First quarter	210,847.04	141,700.42	131,111.40	6,843.62	3,745.40	69,146.62	51,652.13	17,494.49
Second quarter	165,116.20	120,456.88	107,177.96	9,672.17	3,606.75	44,659.32	29,139.05	15,520.27
Third quarter	193,931.65	148,543.75	130,898.52	14,174.37	3,470.86	45,387.90	30,087.72	15,300.18
Fourth quarter	209,248.06	157,936.82	137,716.16	15,527.26	4,693.40	51,311.24	35,653.38	15,657.86

See footnotes at end of table.

TABLE A–5.—*Federal grants to States: Advances certified [1] by the Social Security Board to the Secretary of the Treasury for public assistance and for administration of unemployment compensation and State employment services, for the fiscal year 1937–38 and, by quarters, for the fiscal year 1938–39*—Continued

[Revised to Aug. 15, 1939]

State	Total grants	Advances certified [1] for direct assistance and administration of public assistance [2]				Advances certified [1] for administration of unemployment compensation and State employment services		
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Unemployment compensation	State employment services [3]
Virginia:								
Total, fiscal year 1937–38	$724,050.11	(4)	(4)	(4)	(4)	$724,050.11	$496,073.05	$227,977.06
Total, fiscal year 1938–39	1,548,426.38	$702,387.20	$554,758.71	$94,068.19	$53,560.30	846,039.18	614,079.53	231,959.65
First quarter	264,115.97	41,410.00	26,160.82	4,224.18	11,025.00	222,705.97	169,538.38	53,167.59
Second quarter	436,156.58	223,687.10	177,964.75	26,937.13	18,785.22	212,469.48	146,628.60	65,840.88
Third quarter	460,926.08	256,790.37	212,617.99	32,298.13	11,874.25	204,135.71	145,729.91	58,405.80
Fourth quarter	387,227.75	180,499.73	138,015.15	30,608.75	11,875.83	206,728.02	152,182.64	54,545.38
Washington:								
Total, fiscal year 1937–38	6,326,561.66	6,184,059.64	5,148,651.64	863,784.24	171,623.76	142,502.02	142,502.02	
Total, fiscal year 1938–39	6,689,302.44	6,001,327.20	5,125,618.59	694,756.06	180,952.55	687,975.24	417,038.75	270,936.49
First quarter	1,619,339.70	1,501,827.01	1,299,134.64	154,056.64	48,635.73	117,512.69	52,311.43	65,201.26
Second quarter	1,584,029.11	1,355,864.62	1,151,943.23	160,768.49	43,152.90	228,164.49	116,740.28	111,424.21
Third quarter	1,771,492.12	1,544,645.83	1,310,905.72	190,314.73	43,425.38	226,846.29	160,217.91	66,628.38
Fourth quarter	1,714,441.51	1,598,989.74	1,363,635.00	189,616.20	45,738.54	115,451.77	87,769.13	27,682.64
West Virginia:								
Total, fiscal year 1937–38	3,123,726.84	2,241,598.70	1,737,050.39	436,593.94	67,954.37	882,128.14	588,358.28	293,769.86
Total, fiscal year 1938–39	3,342,295.12	2,251,270.45	1,580,548.84	591,586.77	79,134.84	1,091,024.67	808,817.10	282,207.57
First quarter	886,750.74	567,889.52	409,299.30	137,851.14	20,739.08	318,861.22	236,319.13	82,542.09
Second quarter	880,876.53	572,303.27	395,157.79	157,551.95	19,593.53	308,573.26	235,542.09	73,031.17
Third quarter	811,762.30	556,814.51	382,574.85	155,542.83	18,696.83	254,947.79	191,735.74	63,212.05
Fourth quarter	762,905.55	554,263.15	393,516.90	140,640.85	20,105.40	208,642.40	145,220.14	63,422.26
Wisconsin:								
Total, fiscal year 1937–38	6,899,024.80	5,704,260.90	4,444,745.68	1,007,202.30	252,312.92	1,194,763.90	733,369.64	461,394.26
Total, fiscal year 1938–39	8,429,012.80	7,339,590.47	5,826,152.06	1,235,974.08	277,464.33	1,089,422.33	684,254.28	405,168.05
First quarter	1,877,110.31	1,574,486.24	1,217,919.07	288,468.18	68,098.99	302,624.07	186,111.56	116,512.51
Second quarter	2,021,596.94	1,732,509.64	1,346,269.02	319,337.17	66,903.45	289,087.30	187,864.44	101,222.86
Third quarter	2,278,300.66	1,989,827.93	1,598,040.73	320,455.43	71,331.77	288,472.73	188,258.82	100,213.91
Fourth quarter	2,252,004.89	2,042,766.66	1,663,923.24	307,713.30	71,130.12	209,238.23	122,019.46	87,218.77

Wyoming:								
Total, fiscal year 1937–38	596,001.18	507,468.13	393,826.09	83,157.67	30,484.37	88,533.05	88,533.05	----------
Total, fiscal year 1938–39	682,471.56	517,980.86	414,611.22	78,097.20	25,272.44	164,490.70	113,013.21	51,477.49
First quarter	158,089.72	123,588.28	98,239.84	17,937.54	7,410.90	34,501.44	20,879.03	13,622.41
Second quarter	160,873.13	119,193.80	95,568.18	17,729.34	5,896.28	41,679.33	26,613.28	15,066.05
Third quarter	169,752.00	125,335.73	99,955.02	19,528.01	5,852.70	44,416.27	34,590.58	9,825.69
Fourth quarter	193,756.71	149,863.05	120,848.18	22,902.31	6,112.56	43,893.66	30,930.32	12,963.34

[1] Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation, which is not necessarily the period in which the certification is made. For this reason data in this table are not comparable to those in table A–4 reporting grants to the States on the basis of checks issued during a given period by the Treasury Department.

[2] These data are not comparable to those in the tables of appendix D showing the amount of obligations incurred for payments to recipients, which include payments from Federal, State, and local funds and exclude administrative expense.

[3] Advances certified by the Social Security Board for State employment service administration to meet the requirements of the unemployment compensation program; these data do not include Federal grants by the U. S. Employment Service under the Wagner-Peyser Act or State or local appropriations to the employment service.

[4] No plan approved by the Social Security Board.

[5] Although Connecticut had an approved plan for aid to the blind, Federal funds were not requested for the fiscal year 1937–38.

[6] Sufficient Federal funds were carried over from preceding quarters.

[7] Approved plan expired Dec. 31, 1937.

TABLE A–6.—*Old-age reserve account: Financial operations in connection with the account, by fiscal years and by months, 1937–39*

Fiscal year and month	Appropriation	Transfers from appropriation to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for benefit payments	Collections of improper payments [1]	Benefit payments	Cash with disbursing officer at end of period	Appropriation balance at end of period	Total assets [2]
Total	$1,155,000,000	$1,155,000,000	[3] $44,625,099	$1,177,200,000	$22,361,811	$2,834	$19,322,615	$3,036,361	$66,122	$1,180,302,483
Total, fiscal year 1936–37	265,000,000	265,000,000	2,261,811	267,100,000	100,000	----------	26,969	73,031	61,811	267,234,842
January	265,000,000	45,000,000	----------	45,000,000	0	----------	0	0	220,000,000	265,000,000
February	----------	45,100,000	----------	45,000,000	100,000	----------	0	100,000	174,900,000	265,000,000
March	----------	45,000,000	----------	45,000,000	0	----------	0	100,000	129,900,000	265,000,000
April	----------	45,000,000	----------	45,000,000	0	----------	230	99,770	84,900,000	264,999,770
May	----------	45,000,000	----------	45,000,000	0	----------	7,065	92,705	39,900,000	264,992,705
June	----------	39,900,000	[3] 2,261,811	42,100,000	0	----------	19,674	73,031	61,811	267,234,842
Total, fiscal year 1937–38	500,000,000	387,000,000	15,412,233	395,200,000	7,261,811	159	5,404,063	1,930,620	113,012,391	777,243,012
July	500,000,000	42,000,000	----------	41,000,000	[3] 1,061,811	----------	46,357	1,088,485	458,000,000	767,188,485
August	----------	41,000,000	----------	41,000,000	0	----------	108,081	980,404	417,000,000	767,080,404
September	----------	41,000,000	----------	41,000,000	0	----------	99,472	880,932	376,000,000	766,980,932
October	----------	41,000,000	----------	41,000,000	0	----------	169,349	711,583	335,000,000	766,811,583
November	----------	41,000,000	----------	41,000,000	0	----------	263,973	447,610	294,000,000	766,547,610
December	----------	43,000,000	----------	41,000,000	2,000,000	----------	302,275	2,145,335	251,000,000	766,245,335
January	----------	41,000,000	----------	41,000,000	0	----------	581,005	1,564,330	210,000,000	765,664,330
February	----------	41,000,000	----------	41,000,000	0	----------	602,216	962,115	169,000,000	765,062,115
March	----------	43,000,000	----------	41,000,000	2,000,000	----------	736,133	2,225,982	126,000,000	764,325,982
April	----------	10,800,000	----------	10,800,000	0	23	841,022	1,384,936	115,200,023	763,484,959
May	----------	2,200,000	----------	0	2,200,000	79	823,297	2,761,560	113,000,102	762,661,662
June	----------	0	[3] 15,412,233	15,400,000	0	57	830,883	1,930,620	113,012,391	777,243,012
Total, fiscal year 1938–39	390,000,000	503,000,000	26,951,055	514,900,000	15,000,000	2,676	13,891,583	3,036,361	66,122	1,180,302,483
July	360,000,000	38,000,000	----------	38,000,000	0	134	779,513	1,150,973	435,012,525	1,136,463,499
August	----------	38,000,000	----------	33,000,000	5,000,000	267	826,495	5,324,211	397,012,792	1,135,637,003
September	----------	33,000,000	----------	33,000,000	0	547	853,255	4,470,409	364,013,339	1,134,783,748
October	----------	32,000,000	----------	32,000,000	0	82	1,073,918	3,396,410	332,013,421	1,133,709,831
November	----------	32,000,000	----------	32,000,000	0	215	1,023,045	2,373,149	300,013,636	1,132,686,785
December	----------	32,000,000	----------	32,000,000	0	219	1,077,369	1,295,561	268,013,855	1,131,609,416
January	----------	37,000,000	----------	32,000,000	5,000,000	247	1,121,312	5,174,002	231,014,102	1,130,488,104
February	----------	50,000,000	----------	50,000,000	0	81	1,155,340	4,018,582	181,014,182	1,129,332,764
March	----------	50,000,000	----------	50,000,000	0	90	1,443,529	2,574,963	131,014,272	1,127,889,235

April		55,000,000		50,000,000	5,000,000	204	1,382,953	6,191,806	76,014,476	1,126,506,282
May	[4] 30,000,000	50,000,000		50,000,000	0	266	1,677,193	4,514,348	56,014,742	1,154,829,089
June		56,000,000	[3] 26,951,055	82,900,000	0	325	1,477,661	3,036,361	66,122	1,180,302,483

[1] Collections of improper payments made to claimants have been transferred to the appropriation balance.

[2] Total assets consist of the appropriation balance at the end of the period, the total amount of Treasury notes acquired, and the cash with the disbursing officer at the end of the period.

[3] $61,811 of interest earned during the first 6 months of 1937 was held as an appropriation balance until July 1937, at which time it was transferred to disbursing officer; $12,233 of interest received in June 1938 and $51,055 of interest received in June 1939 were transferred to appropriation balance.

[4] $30 million from the 1940 Treasury Department Appropriation Act approved May 6, 1939, was made available for the fiscal year 1938–39

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

TABLE A–7.—*Unemployment trust fund: Balances in the fund at end of fiscal years 1935–36, 1936–37, and 1937–38, and amounts of contributions deposited, interest credited, withdrawals, and balances in the fund for the fiscal year 1938–39, by States* [1]

State	Balance as of June 30, 1936	Balance as of June 30, 1937	Balance as of June 30, 1938	Fiscal year 1938–39			
				Contributions deposited	Interest credited	Withdrawals	Balance as of June 30, 1939
Total	$18, 949, 421. 44	$313, 602, 561. 52	$881, 868, 479. 16	$810, 109, 484. 52	$26, 836, 602. 17	$445, 206, 000. 00	$1, 273, 608, 565. 85
Alabama		4, 911, 753. 12	7, 474, 091. 34	7, 894, 263. 40	188, 744. 76	6, 250, 000. 00	9, 307, 099. 50
Alaska			502, 581. 59	518, 886. 44	18, 551. 78	220, 000. 00	820, 019. 81
Arizona		930, 784. 65	1, 585, 310. 60	2, 125, 000. 00	45, 995. 42	1, 670, 000. 00	2, 086, 306. 02
Arkansas			3, 615, 756. 61	3, 245, 903. 60	124, 199. 04	1, 200, 000. 00	5, 785, 859. 25
California		27, 909, 344. 34	80, 674, 425. 52	75, 632, 628. 64	2, 587, 128. 80	34, 810, 000. 00	124, 084, 182. 96
Colorado		2, 309, 943. 41	6, 455, 023. 55	4, 950, 914. 07	211, 270. 37	2, 180, 000. 00	9, 437, 207. 99
Connecticut		8, 446, 814. 60	12, 658, 171. 28	15, 700, 000. 00	406, 670. 26	7, 200, 000. 00	21, 564, 841. 54
Delaware			2, 823, 400. 15	2, 183, 631. 31	94, 592. 59	475, 000. 00	4, 626, 624. 05
District of Columbia	603, 872. 42	3, 528, 047. 77	8, 022, 634. 49	6, 595, 415. 67	260, 344. 19	1, 725, 000. 00	13, 153, 394. 35
Florida			7, 053, 527. 95	6, 140, 000. 00	243, 495. 87	850, 000. 00	12, 587, 023. 82
Georgia			10, 859, 097. 99	8, 350, 000. 00	357, 555. 86	2, 000, 000. 00	17, 566, 653. 85
Hawaii			2, 164, 616. 04	1, 882, 008. 03	77, 899. 40	120, 000. 00	4, 004, 523. 47
Idaho		904, 010. 47	2, 545, 096. 86	1, 963, 989. 67	67, 806. 54	2, 250, 000. 00	2, 326, 893. 07
Illinois			84, 778, 436. 35	66, 130, 000. 00	2, 976, 784. 99		153, 885, 221. 34
Indiana	855, 560. 45	14, 058, 452. 89	27, 239, 223. 10	19, 624, 137. 74	601, 888. 18	20, 300, 000. 00	27, 165, 249. 02
Iowa		2, 756, 610. 16	9, 919, 722. 75	8, 100, 000. 00	264, 179. 92	6, 500, 000. 00	11, 783, 902. 67
Kansas			7, 201, 075. 51	5, 694, 487. 07	244, 096. 84	1, 606, 000. 00	11, 533, 659. 42
Kentucky		2, 510, 459. 81	13, 411, 507. 80	10, 978, 000. 00	451, 408. 69	3, 300, 000. 00	21, 540, 916. 49
Louisiana		3, 824, 169. 43	9, 726, 118. 52	9, 550, 000. 00	293, 012. 80	5, 925, 000. 00	13, 644, 131. 32
Maine		1, 860, 889. 88	2, 283, 318. 09	3, 905, 000. 00	56, 672. 30	3, 890, 000. 00	2, 354, 990. 39
Maryland		3, 016, 919. 51	6, 698, 883. 10	11, 550, 000. 00	225, 837. 63	7, 700, 000. 00	10, 774, 720. 73
Massachusetts		18, 869, 145. 19	44, 058, 076. 26	37, 700, 000. 00	1, 284, 747. 87	22, 600, 000. 00	60, 442, 824. 13
Michigan		13, 131, 614. 88	62, 033, 523. 14	38, 059, 713. 84	1, 082, 035. 89	57, 400, 000. 00	43, 775, 272. 87
Minnesota		4, 729, 730. 48	11, 161, 419. 34	14, 100, 000. 00	362, 473. 12	8, 300, 000. 00	17, 323, 892. 46
Mississippi		1, 146, 582. 13	2, 657, 293. 06	2, 293, 000. 00	74, 610. 17	1, 768, 000. 00	3, 256, 903. 23
Missouri			24, 242, 697. 56	19, 150, 000. 00	839, 093. 82	2, 725, 000. 00	41, 506, 791. 38
Montana			3, 083, 734. 41	2, 850, 000. 00	115, 440. 28		6, 049, 174. 69
Nebraska			4, 838, 959. 41	3, 988, 000. 00	167, 833. 21	895, 000. 00	8, 099, 792. 62
Nevada			1, 041, 030. 87	934, 373. 86	35, 082. 80	450, 000. 00	1, 560, 487. 53
New Hampshire		2, 300, 138. 55	3, 371, 473. 46	3, 043, 680. 73	94, 730. 24	1, 970, 000. 00	4, 539, 884. 43

New Jersey		16,635,414.88	44,533,936.83	43,958,000.00	1,573,631.47	9,500,000.00	80,565,568.30
New Mexico		654,159.04	1,657,860.92	1,500,000.00	57,252.16	700,000.00	2,515,113.08
New York	6,007,838.09	56,663,174.64	99,647,681.06	121,970,000.00	3,241,619.44	84,000,000.00	140,859,300.50
North Carolina		5,552,855.72	8,438,923.36	11,500,000.00	252,148.32	6,550,000.00	13,641,071.68
North Dakota			1,276,251.75	1,045,141.73	42,761.30	390,000.00	1,974,154.78
Ohio		17,119,822.46	70,395,645.43	53,425,101.72	2,341,333.69	12,850,000.00	113,312,080.84
Oklahoma		3,527,980.14	9,764,591.86	5,700,000.00	296,989.80	2,913,000.00	12,848,581.66
Oregon		3,351,296.64	4,655,567.94	6,437,671.65	134,770.74	4,750,000.00	6,478,010.33
Pennsylvania		38,004,190.67	66,553,926.50	75,498,000.00	1,715,399.77	68,000,000.00	75,767,326.27
Rhode Island		4,505,597.43	5,067,823.54	7,693,150.01	157,268.66	5,380,000.00	7,538,242.21
South Carolina		2,517,695.89	6,145,796.97	4,500,000.00	186,508.18	1,850,000.00	8,982,305.15
South Dakota		473,367.73	1,367,040.50	1,140,000.00	47,443.13	319,000.00	2,235,483.63
Tennessee		3,818,051.16	7,096,452.15	8,480,000.00	209,647.07	5,150,000.00	10,636,099.22
Texas		10,658,749.45	25,731,493.55	22,544,000.00	786,833.02	11,500,000.00	37,562,326.57
Utah		1,122,597.42	1,635,888.43	2,625,000.00	53,810.39	1,750,000.00	2,564,698.82
Vermont		660,644.80	1,388,645.04	1,477,345.87	44,821.75	625,000.00	2,285,812.66
Virginia		4,321,153.45	9,029,490.37	9,900,000.00	274,071.29	5,600,000.00	13,603,561.66
Washington			13,110,347.04	9,225,000.00	426,618.34	3,715,000.00	19,046,965.38
West Virginia		3,612,222.38	5,267,037.59	9,482,000.00	154,810.98	6,010,000.00	8,893,848.57
Wisconsin	11,482,150.48	23,258,176.35	33,273,614.34	15,751,039.47	930,631.83	6,550,000.00	43,405,285.64
Wyoming			1,650,237.29	1,425,000.00	54,047.21	825,000.00	2,304,284.50

[1] Federal contributions from employers have been collectible in all States since Jan. 1, 1936. Employee contributions on wages earned are also required by Alabama, California, Kentucky, Louisiana, Massachusetts, New Jersey, and Rhode Island; employee contributions in Massachusetts have been suspended for the period July 1, 1938–June 30, 1939.

Source: Compiled from data furnished by the U. S Treasury Department, Office of the Commissioner of Accounts and Deposits.

TABLE A–8.—*Federal tax collections under titles VIII and IX of the Social Security Act,*[1] *by internal revenue collection districts, for the fiscal years 1937–38 and 1938–39* [2]

Internal revenue collection district in—	Collections in fiscal year 1937–38			Collections in fiscal year 1938–39		
	Total	Under title VIII [13]	Under title IX [14]	Total	Under title VIII [13]	Under title IX [14]
Total	$600,677,983.57	$510,550,641.58	$90,127,341.99	$630,202,178.61	$529,442,990.41	$100,759,188.20
Alabama	4,149,851.81	3,646,554.50	503,297.31	4,533,030.41	3,827,663.27	705,367.14
Arizona	988,449.21	898,559.12	89,890.09	1,028,312.37	902,897.59	125,414.78
Arkansas	1,669,166.67	1,373,307.02	295,859.65	1,700,767.98	1,497,784.72	202,983.26
California (2 districts)	34,706,807.20	30,970,530.35	3,736,276.85	39,453,885.87	34,317,681.77	5,136,204.10
Colorado	3,505,135.35	3,137,544.96	367,590.39	3,721,828.51	3,222,678.38	499,150.13
Connecticut	11,456,533.91	10,019,237.74	1,437,296.17	12,153,194.83	10,321,635.54	1,831,559.29
Delaware	3,407,912.17	2,840,297.18	567,614.99	3,320,118.70	2,781,236.05	538,882.65
Florida	4,027,882.72	3,288,257.37	739,625.35	4,478,028.43	3,911,121.22	566,907.21
Georgia	5,937,945.14	4,674,333.68	1,263,611.46	6,285,879.59	5,285,098.26	1,000,781.33
Hawaii	1,203,122.66	973,573.62	229,549.04	1,329,612.19	1,154,463.86	175,148.33
Idaho	1,063,077.62	964,175.26	98,902.36	1,079,855.22	953,930.92	125,924.30
Illinois (2 districts)	61,001,797.78	47,840,044.69	13,161,753.09	58,142,812.10	49,120,324.63	9,022,487.47
Indiana	10,020,858.35	8,927,073.85	1,093,784.50	11,051,670.04	9,527,731.69	1,523,938.35
Iowa	5,009,326.50	4,510,914.17	498,412.33	5,812,420.66	5,038,672.57	773,748.09
Kansas	3,192,072.20	2,429,970.29	762,101.91	3,130,615.35	2,566,811.74	563,803.61
Kentucky	4,573,347.72	3,884,284.47	689,063.25	5,023,992.28	4,056,613.12	967,379.16
Louisiana	4,152,059.44	3,687,590.59	464,468.85	4,816,362.85	4,128,645.60	687,717.25
Maine	2,342,022.85	2,099,183.46	242,839.39	2,568,525.68	2,230,982.37	337,543.31
Maryland (including District of Columbia)	10,357,106.41	8,813,300.97	1,543,805.44	11,643,289.26	9,620,697.75	2,022,591.51
Massachusetts	26,044,367.27	22,882,770.58	3,161,596.69	28,368,869.85	24,174,099.52	4,194,770.33
Michigan	36,955,636.22	33,022,964.43	3,932,671.79	35,051,341.14	29,840,475.94	5,210,865.20
Minnesota	8,999,469.52	7,615,678.81	1,383,790.71	9,672,372.77	8,152,140.12	1,520,232.65
Mississippi	1,356,138.45	1,233,200.90	122,937.55	1,519,365.30	1,340,460.20	178,905.10
Missouri (2 districts)	17,223,997.10	13,141,099.59	4,082,897.51	17,204,404.11	14,436,675.78	2,767,728.33
Montana	1,147,902.31	953,188.82	194,713.49	1,147,053.52	1,010,613.81	136,439.71
Nebraska	3,185,170.33	2,412,163.96	773,006.37	3,165,298.11	2,616,304.19	548,993.92
Nevada	697,550.85	586,004.53	111,546.32	444,856.18	350,831.15	94,025.03
New Hampshire	1,489,053.88	1,349,414.33	139,639.55	1,773,748.76	1,558,266.04	215,482.72
New Jersey (2 districts)	20,841,739.13	18,508,184.73	2,333,554.40	22,784,941.81	19,593,771.55	3,191,170.26
New Mexico	591,473.65	547,400.61	44,073.04	649,701.46	577,935.52	71,765.94

New York (6 districts)	136,414,318.04	109,763,007.15	26,651,310.89	147,056,585.45	117,107,305.41	29,949,280.04
North Carolina	6,599,357.76	5,856,762.51	742,595.25	7,513,724.36	6,484,305.43	1,029,418.93
North Dakota	508,876.83	445,603.31	63,273.52	572,591.34	511,484.19	61,107.15
Ohio (4 districts)	39,975,045.94	35,265,038.42	4,710,007.52	40,008,164.31	34,120,720.01	5,887,444.30
Oklahoma	5,643,550.21	5,049,012.64	594,537.57	5,948,812.65	5,185,544.29	763,268.36
Oregon	3,607,557.68	3,304,231.70	393,325.98	4,099,114.97	3,556,976.31	542,138.66
Pennsylvania (3 districts)	57,629,115.88	51,119,741.44	6,509,374.44	58,092,151.93	49,604,202.09	8,487,949.84
Rhode Island	3,871,372.98	3,838,165.30	33,207.68	4,184,631.56	3,613,041.93	571,589.63
South Carolina	2,760,936.07	2,574,433.36	186,502.71	2,954,553.99	2,558,404.78	396,149.21
South Dakota	550,906.37	542,314.07	8,592.30	622,196.54	562,650.52	59,546.02
Tennessee	5,219,595.45	4,552,808.28	666,787.17	5,782,287.02	4,935,930.77	846,356.25
Texas (2 districts)	13,830,457.20	12,370,476.87	1,459,980.33	15,498,962.54	13,016,921.45	2,482,041.09
Utah	1,362,680.89	1,230,357.30	132,323.59	1,465,498.35	1,283,649.60	181,848.75
Vermont	955,332.10	849,650.20	105,681.90	1,033,001.03	891,491.28	141,509.75
Virginia	5,461,631.18	4,753,851.07	707,780.11	6,454,748.37	5,447,242.95	1,007,505.42
Washington (including Alaska)	7,354,615.26	6,015,338.13	1,339,277.13	7,342,990.02	6,357,618.13	985,371.89
West Virginia	5,107,488.26	4,583,606.78	523,881.48	5,283,539.68	4,592,989.35	690,550.33
Wisconsin	11,874,254.36	10,730,584.14	1,143,670.22	12,666,821.50	10,994,981.95	1,671,839.55
Wyoming	563,916.69	474,854.33	89,062.36	565,647.67	499,285.10	66,362.57

[1] Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939. Amendments to the act, approved Aug. 10, 1939, permit citation of subchs. A and C as the "Federal Insurance Contributions Act" and the "Federal Unemployment Tax Act," respectively. Data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department. The amounts listed in this table represent collections made in the internal revenue collection districts in the respective States and covered into the U. S. Treasury. The amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

[2] Total cumulative tax collections to June 30, 1939, are as follows: total, $1,487,061,350.23; title VIII, $1,238,334,964.25; title IX, $248,726,385.98.

[3] Taxes effective Jan. 1, 1937, based on wages for employment as defined in ch. 9, subch. A, sec. 1426, of the Internal Revenue Code, payable by both employer and employee.

[4] Tax effective Jan. 1, 1936, based on wages for employment as defined in ch. 9, subch. C, sec. 1607, of the Internal Revenue Code, payable by employers only. The amounts here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds. During part of the fiscal year 1937-38 employers were not able to claim credit in States in which the unemployment compensation law had not yet been certified by the Social Security Board.

Source: Compiled from data furnished by the U.S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

·B·

OLD-AGE INSURANCE

Operating statistics of the Federal old-age insurance program for the fiscal year are assembled in this appendix, together with tables (B–1—B–3) illustrating types of benefits payable under the old-age and survivors insurance system. Only one of the amended provisions is effective before January 1, 1940, that with respect to the ineligibility of persons aged 65 for lump-sum payments representing 3½ percent of their wages under the program. Retroactive to January 1, 1939, wages from employment covered under the program may be counted toward monthly benefits regardless of the age of the wage earner; therefore provisions for these lump-sum payments were repealed on August 10, 1939, when the amendments removed the age restriction on building up rights to monthly benefits. For a summary of the amendments relating to old-age and survivors insurance and other aspects of the social security program, see pp. 166–180.

The tables giving the operating statistics for the year show employee accounts established (B–4); characteristics of applicants for employee account numbers (B–5—B–7); characteristics of employees with reported taxable wages in 1937 and the amounts of these wages (B–8—B–11); the characteristics of employing organizations (B–12); lump-sum payments made under the provisions of the act of 1935 (B–13—B–15); and a summary by regions and States of employee accounts established, the number of employees with taxable wages in 1937, total taxable wages reported, and claims certified in their proportionate relation to the area and population of the State and region (B–16). The Social Security Bulletin reports each month on current operations of the old-age insurance program.

Material in appendix A is also pertinent to the old-age insurance program. For data on the organization of the Board and the location of its regional and field offices, see chart 34 and pp. 189–192. Table A–6 shows the financial operations in connection with the old-age reserve account and table A–8 the amounts collected under title VIII of the Social Security Act (now the Federal Insurance Contributions Act embodied in the Internal Revenue Code).

REVISED BENEFIT SCHEDULES, OLD-AGE AND SURVIVORS INSURANCE

TABLE B–1.—*Old-age and survivors insurance: Illustrative lump-sum death payments under the 1939 amendments* [1]

Years of coverage	Average monthly wage of deceased			
	$50	$100	$150	$250
3	$123.60	$154.50	$185.40	$247.20
5	126.00	157.50	189.00	252.00
10	132.00	165.00	198.00	264.00
20	144.00	180.00	216.00	288.00
30	156.00	195.00	234.00	312.00
40	168.00	210.00	252.00	336.00

[1] It is assumed that the wage earner was paid at least $200 in each year to be eligible to receive the 1-percent increment. If this were not the case, the benefit would be somewhat lower. It is also assumed that the wage earner was paid at least $50 in the requisite number of calendar quarters to acquire a fully or currently insured status.

TABLE B–2.—*Old-age and survivors insurance: Illustrative monthly old-age benefits payable under 1935 provisions of the Social Security Act and under the 1939 amendments* [1]

Years of coverage	1935 act	1939 amendments		1935 act	1939 amendments	
		Without dependents	With 1 dependent		Without dependents	With 1 dependent
	Average monthly wage of $50			Average monthly wage of $100		
3	(2)	$20.60	$30.90	(2)	$25.75	$38.63
5	$15.00	21.00	31.50	$17.50	26.25	39.38
10	17.50	22.00	33.00	22.50	27.50	41.25
20	22.50	24.00	36.00	32.50	30.00	45.00
30	27.50	26.00	39.00	42.50	32.50	48.75
40	32.50	28.00	40.00	51.25	35.00	52.50
	Average monthly wage of $150			Average monthly wage of $250		
3	(2)	$30.90	$46.35	(2)	$41.20	$61.80
5	$20.00	31.50	47.25	$25.00	42.00	63.00
10	27.50	33.00	49.50	37.50	44.00	66.00
20	42.50	36.00	54.00	56.25	48.00	72.00
30	53.75	39.00	58.50	68.75	52.00	78.00
40	61.25	42.00	63.00	81.25	56.00	84.00

[1] Based on a table presented by A. J. Altmeyer to the Committee on Ways and Means, Mar. 29, 1939. U. S. House of Representatives, Committee on Ways and Means, *Social Security: Hearings Relative to the Social Security Amendments of 1939*, Vol. 3, p. 2165. It is assumed, with respect to the amendments, that the wage earner was paid at least $200 in each year to be eligible to receive the 1-percent increment. If this were not the case, the benefit would be somewhat lower. It is also assumed that the wage earner was paid at least $50 in the requisite number of calendar quarters to acquire a fully insured status.

[2] Monthly benefits not payable until after 5 years of coverage.

TABLE B–3.—*Old-age and survivors insurance: Illustrative monthly survivors benefits under the 1939 amendments* [1]

Years of coverage	1 child or parent aged 65 or over	Widow aged 65 or over	Widow and 1 child	1 child or parent aged 65 or over	Widow aged 65 or over	Widow and 1 child
	Average monthly wage of deceased, $50			Average monthly wage of deceased, $100		
3	$10.30	$15.45	$25.75	$12.88	$19.31	$32.19
5	10.50	15.75	26.25	13.13	19.69	32.82
10	11.00	16.50	27.50	13.75	20.63	34.38
20	12.00	18.00	30.00	15.00	22.50	37.50
30	13.00	19.50	32.50	16.25	24.38	40.63
40	14.00	21.00	35.00	17.50	26.25	43.75
	Average monthly wage of deceased, $150			Average monthly wage of deceased, $250		
3	$15.45	$23.18	$38.63	$20.60	$30.90	$51.50
5	15.75	23.63	39.38	21.00	31.50	52.50
10	16.50	24.75	41.25	22.00	33.00	55.00
20	18.00	27.00	45.00	24.00	36.00	60.00
30	19.50	29.25	48.75	26.00	39.00	65.00
40	21.00	31.50	52.50	28.00	42.00	70.00

[1] It is assumed that the wage earner was paid at least $200 in each year to be eligible to receive the 1-percent increment. If this were not the case, the benefit would be somewhat lower. It is also assumed that the wage earner was paid at least $50 in the requisite number of calendar quarters to acquire a fully or currently insured status. If the wage earner was currently (but not fully) insured, his widow (whatever her age) would receive benefits only if she had in her care a child of the deceased; and a dependent parent would not be eligible for benefits.

OPERATING DATA, OLD-AGE INSURANCE

TABLE B–4.—*Old-age insurance: Employee accounts established,[1] by fiscal years and by regions and States, 1936–39*

Region and State	Cumulative total, June 30, 1939	Fiscal year		
		1938–39 [2]	1937–38 [2]	1936–37
Total	44,727,520	5,162,363	9,268,687	30,296,470
Region I	3,385,554	266,174	495,326	2,624,054
Connecticut	707,037	51,518	96,743	558,776
Maine	298,734	33,568	62,820	202,346
Massachusetts	1,771,640	119,303	244,065	1,408,272
New Hampshire	190,827	20,574	34,775	135,478
Rhode Island	311,832	28,479	34,528	248,825
Vermont	105,484	12,732	22,395	70,357
Region II	5,990,701	544,544	1,118,051	4,328,106
New York	5,990,701	544,544	1,118,051	4,328,106
Region III	5,433,976	459,501	906,803	4,067,672
Delaware	102,109	12,934	22,566	66,609
New Jersey	1,633,512	171,279	272,458	1,189,775
Pennsylvania	3,698,355	275,288	611,779	2,811,288
Region IV	3,143,959	412,417	665,945	2,065,597
District of Columbia	286,030	36,042	64,280	185,708
Maryland	632,386	72,943	127,086	432,357
North Carolina	924,019	138,339	188,860	596,820
Virginia	715,648	114,395	151,142	450,111
West Virginia	585,876	50,698	134,577	400,601
Region V	5,365,896	551,557	1,031,970	3,782,369
Kentucky	706,144	112,563	223,603	369,978
Michigan	2,025,714	177,767	340,587	1,507,360
Ohio	2,634,038	261,227	467,780	1,905,031
Region VI	5,169,451	504,086	931,586	3,733,779
Illinois	3,097,520	302,166	543,140	2,252,214
Indiana	1,177,727	117,896	214,308	845,523
Wisconsin	894,204	84,024	174,138	636,042
Region VII	3,762,895	629,100	977,721	2,156,074
Alabama	647,618	103,712	177,462	366,444
Florida	671,194	108,809	184,506	377,879
Georgia	830,979	142,348	191,521	497,110
Mississippi	374,440	80,102	132,973	161,365
South Carolina	491,136	78,816	111,298	301,022
Tennessee	747,528	115,313	179,961	452,254
Region VIII	1,895,716	248,330	460,476	1,186,910
Iowa	579,338	76,666	122,568	380,104
Minnesota	766,521	85,364	180,829	500,328
Nebraska	315,550	46,053	83,012	186,485
North Dakota	110,315	20,004	36,382	53,929
South Dakota	123,992	20,243	37,685	66,064
Region IX	2,678,412	395,758	616,564	1,666,090
Arkansas	352,811	83,325	93,500	175,986
Kansas	466,726	60,619	111,763	294,344
Missouri	1,236,525	169,427	256,562	810,536
Oklahoma	622,350	82,387	154,739	385,224
Region X	2,699,470	456,300	721,013	1,522,157
Louisiana	653,178	124,687	169,569	358,922
New Mexico	122,128	28,082	35,431	58,615
Texas	1,924,164	303,531	516,013	1,104,620

See footnotes at end of table.

TABLE B–4.—*Old-age insurance: Employee accounts established,[1] by fiscal years and by regions and States, 1936–39*—Continued

Region and State	Cumulative total, June 30, 1939	Fiscal year		
		1938–39 [2]	1937–38 [2]	1936–37
Region XI	1,089,789	156,878	315,032	617,879
Arizona	165,492	24,022	54,311	87,159
Colorado	351,812	46,757	84,091	220,964
Idaho	154,701	26,539	54,303	73,859
Montana	175,462	27,536	55,915	92,011
Utah	168,823	22,045	45,046	101,732
Wyoming	73,499	9,979	21,366	42,154
Region XII	3,937,240	506,885	991,039	2,439,316
California	2,888,220	377,097	709,623	1,801,500
Nevada	44,466	6,543	14,417	23,506
Oregon	379,031	50,958	114,266	213,807
Washington	625,523	72,287	152,733	400,503
Territories	174,461	30,833	37,161	106,467
Alaska	22,277	4,218	8,122	9,937
Hawaii	152,184	26,615	29,039	96,530

[1] The number of employee accounts established is not adjusted for wage earners' claims certified. Claims certified by fiscal years were as follows:

Claims for—	Cumulative total, June 30, 1939	Fiscal year		
		1938–39	1937–38	1936–37
Total	381,675	212,053	165,203	4,419
Payments at age 65	169,677	92,910	73,757	3,010
Death payments	211,998	119,143	91,446	1,409

[2] Employee accounts established less cancelations and voids plus reinstatements of account numbers.

TABLE B–5.—*Old-age insurance: Distribution of applicants for account numbers, by age,[1] sex, and color, 1938*[2]

Age group (years)	Total	Male				Female			
		Total	White	Negro	Other	Total	White	Negro	Other
	Number of applicants								
Total	5,786,481	3,680,435	3,067,717	563,461	49,257	2,106,046	1,839,093	251,304	15,649
Percent of total	*100.0*	*63.6*	*53.0*	*9.7*	*0.9*	*36.4*	*31.8*	*4.4*	*0.2*
Under 15	46,871	37,037	32,534	3,989	514	9,834	8,732	892	210
15–19	1,417,916	839,824	736,061	96,851	6,912	578,092	539,817	34,271	4,004
20–24	1,102,809	667,974	539,760	120,826	7,388	434,835	378,025	52,975	3,835
25–29	708,799	427,210	331,568	87,412	8,230	281,589	234,340	45,198	2,051
30–34	534,366	322,252	254,722	60,838	6,692	212,114	176,893	33,775	1,446
35–39	450,045	277,644	218,563	53,497	5,584	172,401	141,594	29,578	1,229
40–44	383,074	250,061	206,313	39,932	3,816	133,013	112,648	19,453	912
45–49	327,100	224,552	189,530	32,023	2,999	102,548	87,915	13,974	659
50–54	268,257	195,572	169,318	23,816	2,438	72,685	63,303	8,987	395
55–59	205,005	156,107	136,856	17,537	1,714	48,898	43,068	5,589	241
60	31,722	24,596	22,130	2,212	254	7,126	6,351	736	39
61	28,837	22,912	20,666	2,025	221	5,925	5,375	525	25
62	27,528	22,005	19,975	1,844	186	5,523	4,987	513	23
63	27,176	22,031	19,926	1,928	177	5,145	4,614	508	23
64	23,764	19,598	17,592	1,852	154	4,166	3,736	413	17
65	18,925	15,491	13,612	1,766	113	3,434	2,764	407	263
66 and over	157,070	140,180	128,876	10,335	969	16,890	15,297	1,533	60
Unknown	27,217	15,389	9,715	4,778	896	11,828	9,634	1,977	217
	Percentage distribution								
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 15	.8	1.0	1.1	.7	1.0	.5	.5	.3	1.3
15–19	24.5	22.8	24.0	17.2	14.0	27.4	29.4	13.6	25.6
20–24	19.1	18.2	17.6	21.5	15.0	20.6	20.6	21.1	24.5
25–29	12.3	11.6	10.8	15.5	16.7	13.4	12.7	18.0	13.1
30–34	9.2	8.8	8.3	10.8	13.6	10.1	9.6	13.4	9.2
35–39	7.8	7.6	7.1	9.5	11.3	8.2	7.7	11.8	7.9
40–44	6.6	6.8	6.7	7.1	7.7	6.3	6.1	7.7	5.8
45–49	5.7	6.1	6.2	5.7	6.1	4.9	4.8	5.6	4.2
50–54	4.6	5.3	5.5	4.2	5.0	3.4	3.4	3.6	2.5
55–59	3.5	4.2	4.5	3.1	3.5	2.3	2.3	2.2	1.5
60	.5	.7	.7	.4	.5	.3	.3	.3	.2
61	.5	.6	.7	.4	.5	.3	.3	.2	.2
62	.5	.6	.7	.3	.4	.3	.3	.2	.2
63	.5	.6	.6	.3	.4	.2	.3	.2	.2
64	.4	.5	.6	.3	.3	.2	.2	.2	.1
65	.3	.4	.4	.3	.2	.2	.2	.2	1.7
66 and over	2.7	3.8	4.2	1.8	2.0	.8	.8	.6	.4
Unknown	.5	.4	.3	.9	1.8	.6	.5	.8	1.4

[1] Age at birthday nearest July 1, 1938.

[2] Tabulated from the actuarial cards prepared for account numbers issued and placed in alphabetical file during the year.

TABLE B–6.—*Old-age insurance: Percentage distribution of applicants for employee account numbers in specified periods, by age,*[1] *1936–39*

Age group (years)	November 1936–December 1937 [2]	January–June 1938	July–December 1938	January–June 1939
	Total			
Total	100.0	100.0	100.0	100.0
15–19	9.6	19.1	30.9	29.6
20–24	18.8	20.3	19.6	20.7
25–34	29.6	24.4	20.9	20.6
35–44	20.7	16.7	13.7	13.9
45–54	14.2	12.3	9.5	9.6
55–64	7.1	7.2	5.4	5.6
	Male			
Total	100.0	100.0	100.0	100.0
15–19	8.0	17.9	29.6	28.5
20–24	16.5	19.0	19.4	20.7
25–34	29.1	23.3	20.1	19.4
35–44	22.0	17.0	13.6	13.6
45–54	16.0	13.9	10.6	10.7
55–64	8.4	8.9	6.7	7.1
	Female			
Total	100.0	100.0	100.0	100.0
15–19	13.7	21.2	32.7	31.3
20–24	24.8	22.9	19.8	20.7
25–34	30.9	26.4	22.2	22.4
35–44	17.5	16.1	13.9	14.3
45–54	9.4	9.3	7.9	7.9
55–64	3.7	4.1	3.5	3.4

[1] For November 1936–December 1937, age as of July 1, 1937; for January 1938–June 1939, age at birthday nearest July 1 of year of application.
[2] Based on 10-percent sample of applications for account numbers issued and placed in the alphabetical file of actuarial cards by Dec. 31, 1937. This number includes 3,613,022 of the 36,688,338 applications issued as of that date.

TABLE B–7.—*Old-age insurance: Percentage distribution* [1] *of applicants for employee account numbers in specified periods, by sex and color, 1936–39*

Sex and color	November 1936–December 1937 [2]	January–June 1938	July–December 1938	January–June 1939
Sex, total	100.0	100.0	100.0	100.0
Male	72.4	66.0	60.2	60.9
Female	27.6	34.0	39.8	39.1
Color, total	100.0	100.0	100.0	100.0
White	91.8	85.1	84.3	86.4
Negro	7.6	13.9	14.5	12.7
Other	.6	1.0	1.2	.9

[1] Based on persons aged 15–64.
[2] Based on 10-percent sample of applications for account numbers issued and placed in the alphabetical file of actuarial cards by Dec. 31, 1937. This number includes 3,613,022 of the 36,688,338 applications issued as of that date.

TABLE B–8.—*Old-age insurance: Employees and amount of reported taxable wages for 1937, by regions and States* [1]

[Corrected to Apr. 10, 1939]

Region and State	Number of employees	Amount of reported taxable wages	Average taxable wage	
			All employees [1]	Employees with taxable wages of $100 and over
Total [1]	30,154,024	$26,818,337,137	$889	$1,035
Region I	2,580,466	2,328,818,265	902	1,007
Connecticut	578,451	574,872,302	994	1,088
Maine	217,410	143,992,391	662	805
Massachusetts	1,333,082	1,243,474,982	933	1,032
New Hampshire	136,114	101,407,192	745	857
Rhode Island	240,674	210,130,871	873	957
Vermont	74,735	54,940,527	735	871
Region II	4,055,646	4,225,043,098	1,042	1,149
New York	4,055,646	4,225,043,098	1,042	1,149
Region III	3,933,199	3,859,932,880	981	1,089
Delaware	72,443	63,001,819	870	1,064
New Jersey	1,154,758	1,146,265,427	993	1,091
Pennsylvania	2,705,998	2,650,665,634	980	1,089
Region IV	2,109,896	1,563,799,339	741	886
District of Columbia	183,094	163,151,563	891	1,041
Maryland	456,657	381,336,178	835	980
North Carolina	608,605	350,294,170	576	711
Virginia	456,425	302,421,366	663	815
West Virginia	405,115	366,596,062	905	1,032
Region V	3,821,481	3,908,878,422	1,023	1,148
Kentucky	374,360	256,503,942	685	858
Michigan	1,545,163	1,703,428,269	1,102	1,216
Ohio	1,901,958	1,948,946,211	1,025	1,142
Region VI	3,739,342	3,673,886,940	982	1,110
Illinois	2,243,347	2,303,158,135	1,027	1,143
Indiana	826,272	749,144,848	907	1,049
Wisconsin	669,723	621,583,957	928	1,071
Region VII	2,252,325	1,248,356,202	554	732
Alabama	375,681	230,986,208	615	767
Florida	403,715	211,266,729	523	728
Georgia	492,172	276,415,309	562	734
Mississippi	196,628	81,178,656	413	632
South Carolina	313,236	162,111,072	518	673
Tennessee	470,893	286,398,228	608	775
Region VIII	1,171,453	889,063,135	759	935
Iowa	376,205	272,831,212	725	894
Minnesota	491,199	414,852,061	845	1,002
Nebraska	185,103	127,477,719	689	884
North Dakota	55,546	33,998,840	612	830
South Dakota	63,400	39,903,303	629	852
Region IX	1,540,064	1,171,208,578	760	942
Arkansas	172,383	89,679,596	520	716
Kansas	277,188	194,701,692	702	905
Missouri	768,349	641,648,050	835	980
Oklahoma	322,144	245,179,240	761	986

See footnotes at end of table.

TABLE B–8.—*Old-age insurance: Employees and amount of reported taxable wages for 1937, by regions and States*[1]—Continued

[Corrected to Apr. 10, 1939]

Region and State	Number of employees	Amount of reported taxable wages	Average taxable wage	
			All employees[1]	Employees with taxable wages of $100 and over
Region X	1,568,488	$1,060,475,148	$676	$894
Louisiana	373,978	239,111,654	639	834
New Mexico	64,533	43,657,535	677	879
Texas	1,129,977	777,705,959	688	915
Region XI	675,226	510,776,574	756	943
Arizona	95,398	71,672,565	751	942
Colorado	231,142	172,686,115	747	925
Idaho	92,532	59,673,960	645	844
Montana	100,248	85,435,200	852	1,025
Utah	105,308	81,733,367	776	976
Wyoming	50,598	39,575,367	782	965
Region XII	2,572,512	2,296,410,731	893	1,055
California	1,860,464	1,696,165,619	912	1,074
Nevada	30,623	26,134,802	853	1,021
Oregon	257,147	205,548,015	799	961
Washington	424,278	368,562,295	869	1,027
Territories	133,926	81,687,825	610	809
Alaska	32,196	27,251,380	846	969
Hawaii	101,730	54,436,445	535	747

[1] Compilation based on wage items posted by July 9, 1938, relating to 93 percent of taxable wages reported for 1937 and 96 percent of estimated total number of employees receiving such wages in 1937. These reports comprised $26.9 billion in taxable wages paid to 30.5 million employees. Of these numbers there are here excluded further 77,632 employees holding railroad retirement account numbers and their taxable wages of $17,472,692, and 267,086 employees whose sex or race is unknown and their taxable wages of $40,741,313. The average wage with these employees and their wages included is $881.

TABLE B–9.—*Old-age insurance: Employees with reported taxable wages for 1937,[1] by regions and States and by amount of wages reported*

[Corrected to Apr. 10, 1939]

Region and State	Total	Number of employees with reported wages of—						
		$1–$499	$500–$999	$1,000–$1,499	$1,500–$1,999	$2,000–$2,499	$2,500–$2,999	$3,000 and over
Total	30,154,024	11,650,529	7,328,123	5,269,258	3,087,186	1,334,474	604,894	879,560
Region I	2,580,466	864,136	772,521	489,453	242,080	98,654	47,023	66,599
Connecticut	578,451	161,369	167,366	129,159	65,704	26,140	12,164	16,549
Maine	217,410	106,815	59,689	30,501	11,373	3,997	2,034	3,001
Massachusetts	1,333,082	429,151	399,360	251,711	131,349	55,977	26,877	38,657
New Hampshire	136,114	55,310	42,693	23,717	8,497	2,920	1,301	1,676
Rhode Island	240,674	78,387	82,754	42,451	19,822	7,780	3,767	5,713
Vermont	74,735	33,104	20,659	11,914	5,335	1,840	880	1,003
Region II	4,055,646	1,265,937	1,018,168	762,401	460,702	224,028	121,834	202,576
New York	4,055,646	1,265,937	1,018,168	762,401	460,702	224,028	121,834	202,576
Region III	3,933,199	1,240,426	1,008,784	825,737	451,400	198,444	89,082	119,326
Delaware	72,443	30,757	15,653	12,432	6,168	2,840	1,544	3,049
New Jersey	1,154,758	367,725	300,690	224,724	131,434	61,478	29,145	39,562
Pennsylvania	2,705,998	841,944	692,441	588,581	313,798	134,126	58,393	76,715
Region IV	2,109,896	952,042	576,977	307,057	144,401	61,264	27,820	40,335
District of Columbia	183,094	74,453	45,241	27,136	15,861	8,558	4,332	7,013
Maryland	456,657	186,934	116,019	76,421	40,054	17,806	8,224	11,199
North Carolina	608,605	319,358	197,379	52,212	19,615	8,858	3,970	7,213
Virginia	456,425	232,979	119,652	55,561	25,248	10,426	4,746	7,813
West Virginia	405,115	138,318	98,686	95,727	43,623	15,616	6,048	7,097
Region V	3,821,481	1,185,091	844,021	812,771	571,387	208,563	87,855	111,793
Kentucky	374,360	181,818	96,323	56,013	21,837	8,713	3,683	5,973
Michigan	1,545,163	429,734	301,557	344,072	292,319	94,349	38,163	44,969
Ohio	1,901,958	573,539	446,141	412,686	257,231	105,501	46,009	60,851
Region VI	3,739,342	1,241,258	898,837	747,100	440,030	197,906	89,454	124,757
Illinois	2,243,347	703,823	545,859	447,287	264,967	128,973	63,052	89,386
Indiana	826,272	301,733	194,442	166,049	92,503	38,236	14,563	18,746
Wisconsin	669,723	235,702	158,536	133,764	82,560	30,697	11,839	16,625

Region VII	2,252,325	1,325,533	555,246	195,818	86,965	38,975	18,181	31,607
Alabama	375,681	198,065	105,278	39,034	17,493	7,456	3,346	5,009
Florida	403,715	261,392	76,453	32,249	16,284	7,599	3,598	6,140
Georgia	492,172	286,700	125,617	40,072	18,357	8,728	4,351	8,347
Mississippi	196,628	142,870	32,749	10,347	5,365	2,379	1,022	1,896
South Carolina	313,236	179,102	93,547	24,377	7,995	3,664	1,773	2,778
Tennessee	470,893	257,404	121,602	49,739	21,471	9,149	4,091	7,437
Region VIII	1,171,453	542,636	270,237	185,650	94,077	37,460	16,137	25,256
Iowa	376,205	179,303	89,324	58,735	26,595	10,996	4,527	6,725
Minnesota	491,199	201,714	115,733	86,022	48,602	18,157	7,959	13,012
Nebraska	185,103	94,740	41,271	26,381	11,613	4,941	2,324	3,833
North Dakota	55,546	31,202	11,547	6,641	3,268	1,433	595	860
South Dakota	63,400	35,677	12,362	7,871	3,999	1,933	732	826
Region IX	1,540,064	721,556	357,814	219,972	129,506	52,669	22,365	36,182
Arkansas	172,383	107,950	37,506	13,172	7,422	3,007	1,276	2,050
Kansas	277,188	141,215	57,350	39,522	22,576	8,866	3,323	4,336
Missouri	768,349	311,063	202,165	127,464	64,823	28,035	12,739	22,060
Oklahoma	322,144	161,328	60,793	39,814	34,685	12,761	5,027	7,736
Region X	1,568,488	861,374	315,580	164,625	116,587	53,948	22,307	34,067
Louisiana	373,978	210,673	81,871	35,583	22,297	11,052	4,588	7,914
New Mexico	64,533	35,037	12,629	7,731	5,080	2,225	791	1,040
Texas	1,129,977	615,664	221,080	121,311	89,210	40,671	16,928	25,113
Region XI	675,226	327,842	138,323	98,454	62,584	25,947	9,561	12,515
Arizona	95,398	46,773	19,726	12,827	8,992	4,092	1,355	1,633
Colorado	231,142	111,419	50,229	35,565	18,281	7,538	3,186	4,924
Idaho	92,532	50,869	18,280	11,762	6,962	2,842	844	973
Montana	100,248	43,759	20,436	14,810	12,252	5,042	1,966	1,983
Utah	105,308	50,498	20,429	16,062	10,545	4,081	1,527	2,166
Wyoming	50,598	24,524	9,223	7,428	5,552	2,352	683	836
Region XII	2,572,512	1,043,394	545,029	447,581	280,264	132,829	51,527	71,888
California	1,860,464	747,031	388,801	315,523	209,695	102,313	40,480	56,621
Nevada	30,623	13,627	6,198	4,272	3,458	1,846	529	693
Oregon	257,147	112,299	58,316	45,247	23,377	9,381	3,540	4,987
Washington	424,278	170,437	91,714	82,539	43,734	19,289	6,978	9,587
Territories	133,926	79,304	26,586	12,639	7,203	3,787	1,748	2,659
Alaska	32,196	14,963	6,528	4,105	3,202	1,975	786	637
Hawaii	101,730	64,341	20,058	8,534	4,001	1,812	962	2,022

[1] Compilation based on wage items posted by July 9, 1938, relating to 93 percent of taxable wages reported for 1937 and 96 percent of estimated total number of employees receiving such wages in 1937. These reports comprised $26.9 billion in taxable wages paid to 30.5 million employees. Of these numbers there are here excluded further 77,632 employees holding railroad retirement account numbers and their taxable wages of $17,472,692, and 267,086 employees whose sex or race is unknown and their taxable wages of $40,741,313.

TABLE B–10.—*Old-age insurance: Migrant employees [1] with reported taxable wages for 1937,[2] by State in which employed [3] and by race and sex*

[Corrected to Apr. 10, 1939]

State	Total				Male				Female			
	Total	White	Negro	Other	Total	White	Negro	Other	Total	White	Negro	Other
Total	2,155,207	2,002,212	138,265	14,730	1,772,180	1,631,610	127,251	13,319	383,027	370,602	11,014	1,411
Ala	23,515	17,967	5,509	39	20,487	15,158	5,290	39	3,028	2,809	219	0
Alaska	20,959	15,335	0	5,624	19,278	13,655	0	5,623	1,681	1,680	0	1
Ariz	13,783	12,936	423	424	12,219	11,403	410	406	1,564	1,533	13	18
Ark	18,447	16,031	2,390	26	15,735	13,398	2,312	25	2,712	2,633	78	1
Calif	97,749	93,802	1,457	2,490	78,528	75,505	1,393	1,630	19,221	18,297	64	860
Colo	20,038	19,838	200	0	17,018	16,838	180	0	3,020	3,000	20	0
Conn	40,091	39,332	702	57	32,482	31,780	651	51	7,609	7,552	51	6
Del	10,505	8,501	1,999	5	8,621	7,285	1,331	5	1,884	1,216	668	0
D. C	25,788	21,944	3,816	28	20,487	16,921	3,541	25	5,301	5,023	275	3
Fla	36,069	30,436	5,599	34	29,483	24,192	5,258	33	6,586	6,244	341	1
Ga	37,595	29,062	8,513	20	31,607	23,757	7,831	19	5,988	5,305	682	1
Hawaii	1,371	994	19	358	1,003	731	17	255	368	263	2	103
Idaho	12,153	12,058	21	74	10,949	10,857	19	73	1,204	1,201	2	1
Ill	155,384	148,498	5,718	1,168	122,100	116,024	4,991	1,085	33,284	32,474	727	83
Ind	62,427	59,823	2,420	184	51,214	48,680	2,360	174	11,213	11,143	60	10
Iowa	31,969	31,381	537	51	27,196	26,672	473	51	4,773	4,709	64	0
Kans	41,191	40,258	766	167	37,311	36,423	728	160	3,880	3,835	38	7
Ky	34,094	31,105	2,989	0	29,626	26,768	2,858	0	4,468	4,337	131	0
La	37,743	29,944	7,756	43	33,788	26,437	7,309	42	3,955	3,507	447	1
Maine	17,058	16,879	133	46	13,038	12,881	111	46	4,020	3,998	22	0
Md	43,662	37,658	5,969	35	34,416	29,048	5,333	35	9,246	8,610	636	0
Mass	64,260	62,559	1,560	141	51,474	49,871	1,483	120	12,786	12,688	77	21
Mich	85,196	79,456	5,437	303	72,780	67,224	5,263	293	12,416	12,232	174	10
Minn	26,952	26,687	154	111	22,370	22,116	144	110	4,582	4,571	10	1
Miss	14,592	10,546	4,046	0	13,388	9,397	3,991	0	1,204	1,149	55	0
Mo	71,820	67,723	3,934	163	59,157	55,295	3,709	153	12,663	12,428	225	10
Mont	10,285	10,204	24	57	9,261	9,184	20	57	1,024	1,020	4	0
Nebr	15,402	15,066	305	31	13,322	13,007	284	31	2,080	2,059	21	0
Nev	7,944	7,766	36	142	7,217	7,043	34	140	727	723	2	2
N. H	17,330	17,131	174	25	13,656	13,500	134	22	3,674	3,631	40	3
N. J	127,794	115,646	11,996	152	108,194	96,452	11,593	149	19,600	19,194	403	3
N. Mex	12,656	12,285	173	198	11,760	11,400	169	191	896	885	4	7
N. Y	238,680	228,401	9,830	449	171,077	162,645	8,043	389	67,603	65,756	1,787	60
N. C	30,048	23,119	6,916	13	25,312	18,845	6,454	13	4,736	4,274	462	0
N. Dak	6,485	6,467	10	8	5,641	5,623	10	8	844	844	0	0
Ohio	116,300	110,820	5,246	234	94,876	89,591	5,058	227	21,424	21,229	188	7
Okla	40,222	38,950	1,072	200	34,351	33,162	1,011	178	5,871	5,788	61	22
Oreg	23,253	23,042	45	166	20,061	19,860	42	159	3,192	3,182	3	7
Pa	106,842	106,204	556	82	86,451	86,140	234	77	20,391	20,064	322	5
R. I	15,531	15,391	140	0	12,212	12,089	123	0	3,319	3,302	17	0
S. C	26,779	19,899	6,867	13	22,003	15,666	6,324	13	4,776	4,233	543	0
S. Dak	5,619	5,584	26	9	4,898	4,870	20	8	721	714	6	1
Tenn	33,319	28,416	4,899	4	27,576	22,842	4,730	4	5,743	5,574	169	0
Tex	95,969	89,890	5,584	495	81,667	75,962	5,243	462	14,302	13,928	341	33
Utah	7,394	7,319	29	46	6,322	6,249	27	46	1,072	1,070	2	0
Vt	8,227	8,138	76	13	6,895	6,825	57	13	1,332	1,313	19	0
Va	39,111	30,274	8,804	33	33,394	25,998	7,369	27	5,717	4,276	1,435	6
Wash	35,975	35,271	98	606	31,162	30,574	94	494	4,813	4,697	4	112
W. Va	44,933	41,996	2,894	43	40,756	37,877	2,837	42	4,177	4,119	57	1
Wis	35,866	35,439	362	65	30,677	30,294	321	62	5,189	5,145	41	3
Wyo	8,832	8,741	36	55	7,684	7,596	34	54	1,148	1,145	2	1

[1] A migrant employee is defined as one who has received taxable wages during some part of the year in 1 or more States other than the 1 in which his account number was assigned.

[2] Compilation based on wage items, posted by July 9, 1938, relating to 93 percent of total taxable wages reported for 1937 and 96 percent of estimated total number of employees receiving such wages in 1937. These reports comprised 30.5 million employees. Of these numbers there are here excluded further 27,998.817 nonmigrant employees, 77,632 employees holding railroad retirement account numbers, and 267,086 employees whose sex or race is unknown.

[3] Total wages of employees working in more than 1 State are allocated to only 1 of the States of employment.

TABLE B–11.—*Old-age insurance: Reported taxable wages [1] of migrant employees [2] for 1937, by State in which earned [3] and by race and sex of employees*

[Corrected to Apr. 10, 1939]

State	Total				Male				Female			
	Total	White	Negro	Other	Total	White	Negro	Other	Total	White	Negro	Other
Total	$1,963,334,111	$1,904,451,502	$51,585,973	$7,296,636	$1,776,096,182	$1,719,726,374	$49,383,928	$6,985,880	$187,237,929	$184,725,128	$2,202,045	$310,756
Alabama	16,569,880	14,886,107	1,670,424	13,349	15,277,126	13,642,828	1,620,949	13,349	1,292,754	1,243,279	49,475	0
Alaska	17,918,558	15,381,097	0	2,537,461	17,237,278	14,699,871	0	2,537,407	681,280	681,226	0	54
Arizona	10,136,885	9,760,770	149,670	226,445	9,523,717	9,155,907	146,113	221,697	613,168	604,863	3,557	4,748
Arkansas	14,268,327	13,621,781	634,910	11,636	12,888,697	12,257,187	620,078	11,432	1,379,630	1,364,594	14,832	204
California	78,155,293	76,546,094	526,338	1,082,861	68,597,874	67,150,790	492,278	954,806	9,557,419	9,395,304	34,060	128,055
Colorado	15,214,090	15,155,582	58,508	0	13,953,805	13,901,146	52,659	0	1,260,285	1,254,436	5,849	0
Connecticut	40,446,481	40,112,598	293,624	40,259	35,985,563	35,672,859	274,443	38,261	4,460,918	4,439,739	19,181	1,998
Delaware	9,948,029	9,385,127	554,668	8,234	9,097,590	8,569,579	519,777	8,234	850,439	815,548	34,891	0
District of Columbia	21,763,628	20,180,718	1,571,040	11,870	19,344,625	17,836,644	1,497,295	10,686	2,419,003	2,344,074	73,745	1,184
Florida	23,453,644	22,001,820	1,436,151	15,673	20,986,757	19,605,618	1,365,690	15,449	2,466,887	2,396,202	70,461	224
Georgia	26,655,486	24,550,236	2,095,841	9,409	24,383,383	22,379,635	1,994,953	8,795	2,272,103	2,170,601	100,888	614
Hawaii	1,412,279	1,144,310	5,145	262,824	1,206,511	957,622	4,453	244,436	205,768	186,688	692	18,388
Idaho	8,919,414	8,891,000	6,613	21,801	8,458,513	8,431,027	5,933	21,553	460,901	459,973	680	248
Illinois	156,087,575	153,071,119	2,543,062	473,394	139,257,857	136,429,360	2,381,523	446,974	16,829,718	16,641,759	161,539	26,420
Indiana	59,161,604	57,892,818	1,146,994	121,792	54,281,220	53,033,706	1,133,402	114,112	4,880,384	4,859,112	13,592	7,680
Iowa	26,239,651	25,981,516	231,386	26,749	24,462,532	24,223,192	212,591	26,749	1,777,119	1,758,324	18,795	0
Kansas	39,402,887	38,962,372	313,008	127,507	37,874,720	37,444,700	304,596	125,424	1,528,167	1,517,672	8,412	2,083
Kentucky	26,536,765	25,308,379	1,228,386	0	24,661,390	23,455,018	1,206,372	0	1,875,375	1,853,361	22,014	0
Louisiana	31,428,833	29,480,988	1,917,893	29,952	30,009,984	28,121,735	1,858,631	29,618	1,418,849	1,359,253	59,262	334
Maine	11,004,236	10,936,632	59,274	8,330	9,663,150	9,603,179	51,641	8,330	1,341,086	1,333,453	7,633	0
Maryland	36,675,959	34,468,410	2,169,921	37,628	32,023,790	29,918,854	2,067,308	37,628	4,652,169	4,549,556	102,613	0
Massachusetts	65,987,816	64,794,345	1,111,488	81,983	58,888,977	57,732,965	1,087,047	68,965	7,098,839	7,061,380	24,441	13,018
Michigan	86,616,190	83,480,983	2,982,303	152,904	79,997,794	76,913,652	2,933,238	150,904	6,618,396	6,567,331	49,065	2,000
Minnesota	25,284,028	25,185,280	58,434	40,314	22,883,835	22,788,647	55,417	39,771	2,400,193	2,396,633	3,017	543
Mississippi	9,129,773	8,190,075	939,698	0	8,696,569	7,768,502	928,067	0	433,204	421,573	11,631	0
Missouri	60,664,772	59,276,593	1,331,656	56,523	54,853,327	53,536,012	1,263,727	53,588	5,811,445	5,740,581	67,929	2,935
Montana	8,127,672	8,107,989	7,442	12,241	7,746,002	7,729,065	4,696	12,241	381,670	378,924	2,746	0
Nebraska	11,901,630	11,807,809	73,517	20,304	11,104,463	11,013,828	70,331	20,304	797,167	793,981	3,186	0
Nevada	6,628,553	6,541,381	10,626	76,546	6,265,199	6,179,517	9,703	75,979	363,354	361,864	923	567
New Hampshire	12,678,348	12,597,200	71,205	9,943	11,023,317	10,955,378	58,487	9,452	1,655,031	1,641,822	12,718	491

See footnotes at end of table.

TABLE B–11.—*Old-age insurance: Reported taxable wages [1] of migrant employees [2] for 1937, by State in which earned [3] and by race and sex of employees*—Continued

[Corrected to Apr. 10, 1939]

State	Total				Male				Female			
	Total	White	Negro	Other	Total	White	Negro	Other	Total	White	Negro	Other
New Jersey	$128,847,238	$122,610,441	$6,134,737	$102,060	$117,716,089	$111,608,701	$6,005,671	$101,717	$11,131,149	$11,001,740	$129,066	$343
New Mexico	10,930,055	10,778,735	53,620	97,700	10,630,015	10,482,274	52,737	95,004	300,040	296,461	883	2,696
New York	241,364,006	236,728,839	4,283,828	351,339	204,090,131	199,958,467	3,814,506	317,158	37,273,875	36,770,372	469,322	34,181
North Carolina	20,684,598	18,747,638	1,929,790	7,170	18,963,912	17,116,116	1,840,626	7,170	1,720,686	1,631,522	89,164	0
North Dakota	4,918,685	4,913,821	2,092	2,772	4,602,479	4,597,615	2,092	2,772	316,206	316,206	0	0
Ohio	119,106,015	116,202,381	2,719,642	183,992	108,401,037	105,565,412	2,654,070	181,555	10,704,978	10,636,969	65,572	2,437
Oklahoma	38,692,832	38,200,686	346,613	145,533	35,128,483	34,656,691	338,667	133,125	3,564,349	3,543,995	7,946	12,408
Oregon	20,212,981	20,086,553	24,677	101,751	18,832,615	18,712,036	22,484	98,095	1,380,366	1,374,517	2,193	3,656
Pennsylvania	116,961,340	116,686,165	208,608	66,567	106,686,149	106,503,290	117,996	64,863	10,275,191	10,182,875	90,612	1,704
Rhode Island	15,583,591	15,529,496	54,095	0	13,817,489	13,768,791	48,698	0	1,766,102	1,760,705	5,397	0
South Carolina	15,680,481	13,918,226	1,758,943	3,312	14,152,149	12,460,080	1,688,757	3,312	1,528,332	1,458,146	70,186	0
South Dakota	4,273,387	4,259,633	10,553	3,201	4,016,013	4,005,353	8,467	2,193	257,374	254,280	2,086	1,008
Tennessee	22,891,068	21,438,969	1,450,573	1,526	20,868,011	19,449,022	1,417,463	1,526	2,023,057	1,989,947	33,110	0
Texas	93,374,964	91,336,798	1,765,692	272,474	85,098,154	83,158,737	1,680,242	259,175	8,276,810	8,178,061	85,450	13,299
Utah	6,361,957	6,319,745	9,135	33,077	5,970,651	5,928,858	8,716	33,077	391,306	390,887	419	0
Vermont	6,166,515	6,122,822	34,659	9,034	5,664,038	5,626,945	28,059	9,034	502,477	495,877	6,600	0
Virginia	28,234,974	24,989,266	3,230,624	15,084	26,699,575	23,595,930	3,089,265	14,380	1,535,399	1,393,336	141,359	704
Washington	31,074,156	30,735,272	53,441	285,443	28,893,822	28,581,081	52,243	260,498	2,180,334	2,154,191	1,198	24,945
West Virginia	41,476,910	39,318,405	2,121,710	36,795	39,684,264	37,538,508	2,109,423	36,333	1,792,646	1,779,897	12,287	462
Wisconsin	31,023,111	30,814,252	177,271	31,588	28,822,378	28,624,574	167,334	30,470	2,200,733	2,189,678	9,937	1,118
Wyoming	7,056,961	7,012,230	16,445	28,286	6,723,163	6,679,870	15,014	28,279	333,798	332,360	1,431	7

[1] Compilation based on wage items posted by July 9, 1938, relating to 93 percent of total taxable wages reported for 1937 and 96 percent of estimated total number of employees receiving such wages in 1937. These reports comprised $26.9 billion in taxable wages. Of this amount there are here excluded further $24,855,003,026, wages of nonmigrant employees; $17,472,692, wages of employees holding railroad retirement account numbers; and $40,741,313, wages of employees whose sex or race is unknown.

[2] A migrant employee is defined as one who has received taxable wages during some part of the year in 1 or more States other than the 1 in which his account number was assigned.

[3] Total wages of employees working in more than 1 State are allocated to only 1 of the States of employment.

TABLE B–12.—*Old-age insurance: Number of employing organizations [1] and amount of taxable pay rolls January–March, and number of employees on last day or last pay roll of March, by size of employing organization,[2] 1938*

Number of employees in employing organization [1]	January–March		Employees on last day or last pay roll of March	Percentage distribution		
				January–March		Employees on last day or last pay roll of March
	Employing organizations	Taxable pay rolls		Employing organizations	Taxable pay rolls	
Total	1,809,819	$6,375,932,411	22,373,417	100.0	100.0	100.0
None [3]	122,890	59,276,132	0	6.8	.9	0
1–9	1,423,204	900,339,149	3,916,574	78.6	14.1	17.5
1	541,744	112,420,201	541,744	29.9	1.8	2.4
2	298,138	122,931,788	596,276	16.5	1.9	2.7
3	193,083	131,349,289	579,249	10.7	2.1	2.6
4	123,524	115,140,139	494,096	6.8	1.8	2.2
5	89,245	101,037,654	446,225	4.9	1.6	2.0
6	67,371	98,036,970	404,226	3.7	1.5	1.8
7	52,186	98,671,064	365,302	2.9	1.5	1.6
8	31,761	61,935,132	254,088	1.8	1.0	1.1
9	26,152	58,816,912	235,368	1.4	.9	1.1
10–99	237,635	1,667,170,758	6,084,833	13.1	26.2	27.2
10–19	128,143	455,844,288	1,730,099	7.1	7.2	7.7
20–29	45,224	298,547,648	1,076,641	2.5	4.7	4.8
30–39	23,069	219,976,472	784,420	1.3	3.5	3.5
40–49	13,781	168,147,095	607,190	.7	2.6	2.7
50–59	9,094	137,305,941	492,595	.5	2.2	2.2
60–69	6,561	117,032,164	421,202	.3	1.8	1.9
70–79	4,910	101,394,820	364,711	.3	1.6	1.6
80–89	3,812	89,904,233	321,202	.2	1.4	1.5
90–99	3,041	79,018,097	286,773	.2	1.2	1.3
100–999	24,227	1,707,301,247	6,011,323	1.4	26.8	26.9
100–199	13,797	531,068,119	1,905,644	.8	8.3	8.5
200–299	4,501	302,668,687	1,091,882	.2	4.8	4.9
300–399	2,200	211,730,110	756,684	.1	3.3	3.4
400–499	1,281	160,578,351	570,529	.1	2.5	2.5
500–599	845	135,104,163	461,264	[4]	2.1	2.1
600–699	572	105,913,569	370,347	[4]	1.7	1.7
700–799	449	107,215,072	335,561	[4]	1.7	1.5
800–899	323	78,307,326	273,907	[4]	1.2	1.2
900–999	259	74,715,850	245,505	[4]	1.2	1.1
1,000–9,999	1,764	1,326,685,201	4,059,684	.1	20.8	18.1
1,000–1,999	1,080	458,954,159	1,452,150	.1	7.2	6.5
2,000–2,999	318	246,698,052	776,710	[4]	3.9	3.5
3,000–3,999	143	165,374,569	495,752	[4]	2.6	2.2
4,000–4,999	81	124,514,043	358,018	[4]	1.9	1.6
5,000–5,999	46	77,764,175	254,124	[4]	1.2	1.1
6,000–6,999	34	68,515,163	217,435	[4]	1.1	1.0
7,000–7,999	31	86,644,822	230,746	[4]	1.4	1.0
8,000–8,999	18	54,101,319	151,243	[4]	.8	.7
9,000–9,999	13	44,118,899	123,506	[4]	.7	.5
10,000 and over	99	715,159,924	2,301,003	[4]	11.2	10.3

[1] An employing organization includes all establishments reported on 1 employer return.
[2] As determined by the number of employees reported on the last day or last pay roll of March.
[3] Returns show taxable wages paid during the quarter but no employees on the last day or pay roll.
[4] Less than 0.05 percent.

TABLE B–13.—*Old-age insurance: Number of claims for lump-sum payments received in Washington, number certified, and total payments certified by the Social Security Board to the Secretary of the Treasury, cumulative through June 30, 1939, and by months for the fiscal year 1938–39* [1]

Year and month	Total claims			Claims for payments at age 65			Claims for death payments		
	Number		Total payments certified [2]	Number		Total payments certified [2]	Number		Total payments certified [2]
	Received	Certified [2]		Received	Certified [2]		Received	Certified [2]	
Cumulative total through June 30, 1939	399,172	381,675	$20,230,531.42	177,417	169,677	$9,174,772.96	221,755	211,998	$11,055,758.46
Total, fiscal year 1938–39	218,023	212,053	14,315,164.29	96,257	92,910	6,475,956.16	121,766	119,143	7,839,208.13
July	15,136	14,990	785,625.87	6,455	6,097	337,542.79	8,681	8,893	448,083.08
August	16,626	14,823	827,088.48	7,431	6,579	382,865.77	9,195	8,244	444,222.71
September	16,223	17,133	1,011,657.96	7,135	7,409	453,597.83	9,088	9,724	558,060.13
October	17,806	17,515	1,082,621.42	8,000	7,794	503,154.06	9,806	9,721	579,467.36
November	18,144	16,699	1,074,750.97	8,130	7,412	499,796.77	10,014	9,287	574,954.20
December	18,611	16,124	1,058,164.15	8,492	7,167	480,521.93	10,119	8,957	577,642.22
January	19,583	18,747	1,255,721.24	8,620	8,289	559,301.41	10,963	10,458	696,419.83
February	18,522	17,490	1,168,827.11	8,010	7,744	518,325.79	10,512	9,746	650,501.32
March	21,821	21,670	1,541,817.88	9,595	9,527	700,573.52	12,226	12,143	841,244.36
April	19,495	19,359	1,466,000.72	8,649	8,552	658,383.41	10,846	11,007	807,617.31
May	19,354	19,268	1,525,053.28	8,497	8,634	708,914.38	10,857	10,634	816,138.90
June	16,702	18,235	1,517,835.21	7,243	7,906	672,978.50	9,459	10,329	844,856.71

[1] All claims received to the end of the fiscal year 1938–39 were for lump-sum payments amounting to 3½ percent of total taxable wages.

[2] Figures have been adjusted to include claims which were disallowed but later reopened and certified for payment and to exclude claims which have been certified in error and subsequently canceled.

TABLE B–14.—*Old-age insurance: Number of claims for lump-sum payments and average payments certified by the Social Security Board to the Secretary of the Treasury, cumulative through June 30, 1939, and by months for the fiscal year 1938–39* [1]

Year and month	Total claims [1]		Claims for payments at age 65 [1]		Claims for death payments [1]	
	Number	Average payment	Number	Average payment	Number	Average payment
Cumulative total through June 30, 1939	381,675	$53.00	169,677	$54.07	211,998	$52.15
Total, fiscal year 1938–39	212,053	67.51	92,910	69.70	119,143	65.80
July	14,990	52.41	6,097	55.36	8,893	50.39
August	14,823	55.80	6,579	58.20	8,244	53.88
September	17,133	59.05	7,409	61.22	9,724	57.39
October	17,515	61.81	7,794	64.56	9,721	59.61
November	16,699	64.36	7,412	67.43	9,287	61.91
December	16,124	65.63	7,167	67.05	8,957	64.49
January	18,747	66.98	8,289	67.48	10,458	66.59
February	17,490	66.83	7,744	66.93	9,746	66.75
March	21,670	71.15	9,527	73.54	12,143	69.28
April	19,359	75.73	8,352	78.83	11,007	73.37
May	19,268	79.15	8,634	82.11	10,634	76.75
June	18,235	83.24	7,906	85.12	10,329	81.79

[1] All claims received to the end of the fiscal year 1938–39 were for lump-sum payments amounting to 3½ percent of total taxable wages. Figures have been adjusted for claims disallowed, reopened, and for certifications canceled during the year.

TABLE B–15.—*Old-age insurance: Number of claims for lump-sum payments and total and average payments certified by the Social Security Board to the Secretary of the Treasury, by regions and States, fiscal year 1938–39* [1]

Region and State	Total claims			Claims for payments at age 65			Claims for death payments		
	Number	Payments		Number	Payments		Number	Payments	
		Total	Average		Total	Average		Total	Average
Total	212,053	$14,315,164.29	$67.51	92,910	$6,475,956.16	$69.70	119,143	$7,839,208.13	$65.80
Region I	19,038	1,393,563.62	73.20	10,006	759,854.19	75.94	9,032	633,709.43	70.16
Connecticut	3,989	321,720.49	80.65	2,018	171,240.88	84.86	1,971	150,479.61	76.35
Maine	1,540	91,698.02	59.54	825	52,000.01	63.03	715	39,698.01	55.52
Massachusetts	9,613	733,027.18	76.25	5,002	397,973.40	79.56	4,611	335,053.78	72.66
New Hampshire	1,023	62,472.44	61.07	545	33,944.69	62.28	478	28,527.75	59.68
Rhode Island	2,153	144,932.76	67.32	1,180	81,150.84	68.77	973	63,781.92	65.55
Vermont	720	39,712.73	55.16	436	23,544.37	54.00	284	16,168.36	56.93
Region II	24,299	2,008,896.77	82.67	10,088	866,078.75	85.85	14,211	1,142,818.02	80.42
New York	24,299	2,008,896.77	82.67	10,088	866,078.75	85.85	14,211	1,142,818.02	80.42
Region III	30,504	2,334,081.15	76.52	14,369	1,141,160.65	79.42	16,135	1,192,920.50	73.93
Delaware	549	41,263.20	75.16	286	20,280.78	70.91	263	20,982.42	79.78
New Jersey	8,797	735,752.74	83.64	3,947	347,229.22	87.97	4,850	388,523.52	80.11
Pennsylvania	21,158	1,557,065.21	73.59	10,136	773,650.65	76.33	11,022	783,414.56	71.08
Region IV	14,817	822,261.95	55.49	5,709	331,286.37	58.03	9,108	490,975.58	53.91
District of Columbia	987	70,857.14	71.79	390	30,639.30	78.56	597	40,217.84	67.37
Maryland	3,488	224,006.57	64.22	1,537	98,493.85	64.08	1,951	125,512.72	64.33
North Carolina	3,822	165,136.46	43.21	1,234	56,715.58	45.96	2,588	108,420.88	41.89
Virginia	3,629	185,213.52	51.04	1,391	76,830.31	55.23	2,238	108,383.21	48.43
West Virginia	2,891	177,048.26	61.24	1,157	68,607.33	59.30	1,734	108,440.93	62.54
Region V	25,440	1,855,194.07	72.92	10,624	811,398.50	76.37	14,816	1,043,795.57	70.45
Kentucky	3,154	172,781.29	54.78	1,141	70,172.55	61.50	2,013	102,608.74	50.97
Michigan	8,769	658,347.34	75.08	3,275	250,928.42	76.62	5,494	407,418.92	74.16
Ohio	13,517	1,024,065.44	75.76	6,208	490,297.53	78.98	7,309	533,767.91	73.03
Region VI	25,954	1,897,169.88	73.10	11,400	855,186.90	75.02	14,554	1,041,982.98	71.59
Illinois	14,835	1,157,846.94	78.05	6,248	496,984.88	79.54	8,587	660,862.06	76.96
Indiana	6,303	396,394.59	62.89	2,827	186,055.88	65.81	3,476	210,338.71	60.51
Wisconsin	4,816	342,928.35	71.21	2,325	172,146.14	74.04	2,491	170,782.21	68.56
Region VII	16,767	705,220.39	42.06	5,801	257,586.82	44.40	10,966	447,633.57	40.82
Alabama	3,319	139,937.34	42.16	978	46,532.68	47.58	2,341	93,404.66	39.90
Florida	2,292	108,713.52	47.43	772	43,426.26	56.25	1,520	65,287.26	42.95
Georgia	3,701	164,205.00	44.37	1,375	62,739.34	45.63	2,326	101,465.66	43.62
Mississippi	1,490	46,653.37	31.31	585	17,323.99	29.61	905	29,329.38	32.41
South Carolina	2,309	82,588.26	35.77	706	28,405.00	40.23	1,603	54,183.26	33.80
Tennessee	3,656	163,122.90	44.62	1,385	59,159.55	42.71	2,271	103,963.35	45.78
Region VIII	8,928	521,920.75	58.46	4,609	259,273.35	56.25	4,319	262,647.40	60.81
Iowa	3,241	169,462.20	52.29	1,789	88,958.00	49.72	1,452	80,504.20	55.44
Minnesota	3,598	243,050.19	67.55	1,825	119,287.47	65.36	1,773	123,762.72	69.80
Nebraska	1,297	67,468.11	52.02	646	31,515.60	48.79	651	35,952.51	55.23
North Dakota	381	19,749.42	51.84	161	7,953.99	49.40	220	11,795.43	53.62
South Dakota	411	22,190.83	53.99	188	11,558.29	61.48	223	10,632.54	47.68
Region IX	10,098	628,310.85	62.22	4,209	275,940.84	65.56	5,889	352,370.01	59.84
Arkansas	1,376	51,906.41	37.72	474	19,244.31	40.60	902	32,662.10	36.21
Kansas	1,798	104,945.19	58.37	797	44,873.94	56.30	1,001	60,071.25	60.01
Missouri	5,234	366,300.77	69.98	2,325	174,016.14	74.85	2,909	192,284.63	66.10
Oklahoma	1,690	105,158.48	62.22	613	37,806.45	61.67	1,077	67,352.03	62.54

See footnotes at end of table.

TABLE B-15.—*Old-age insurance: Number of claims for lump-sum payments and total and average payments certified by the Social Security Board to the Secretary of the Treasury, by regions and States, fiscal year 1938-39* [1] —Continued

Region and State	Total claims			Claims for payments at age 65			Claims for death payments		
	Number	Payments		Number	Payments		Number	Payments	
		Total	Average		Total	Average		Total	Average
Region X	9,848	$506,749.73	$51.46	3,228	$170,744.47	$52.89	6,620	$336,005.26	$50.76
Louisiana	2,999	133,140.26	44.39	1,132	51,632.44	45.61	1,867	81,507.82	43.66
New Mexico	311	17,631.99	56.69	82	4,666.34	56.91	229	12,965.65	56.62
Texas	6,538	355,977.48	54.45	2,014	114,445.69	56.83	4,524	241,531.79	53.39
Region XI	4,852	291,131.39	60.00	2,062	128,857.99	62.49	2,790	162,273.40	58.16
Arizona	604	34,280.63	56.76	213	13,834.88	64.95	391	20,445.75	52.29
Colorado	1,664	103,613.14	62.27	776	50,639.53	65.26	888	52,973.61	59.65
Idaho	642	31,532.86	49.12	275	12,981.64	47.21	367	18,551.22	50.55
Montana	847	55,077.20	65.03	331	22,317.00	67.42	516	32,760.20	63.49
Utah	769	48,313.00	62.83	332	22,179.45	66.81	437	26,133.55	59.80
Wyoming	326	18,314.56	56.18	135	6,905.49	51.15	191	11,409.07	59.73
Region XII	20,848	1,309,572.94	62.82	10,560	605,100.83	57.30	10,288	704,472.11	68.48
California	14,995	954,444.18	63.65	7,681	436,987.07	56.89	7,314	517,457.11	70.75
Nevada	254	16,004.47	63.01	107	6,322.04	59.08	147	9,682.43	65.87
Oregon	1,967	118,203.41	60.09	981	55,523.19	56.60	986	62,680.22	63.57
Washington	3,632	220,920.88	60.83	1,791	106,268.53	59.33	1,841	114,652.35	62.28
Territories	447	27,336.82	61.16	219	11,849.24	54.11	228	15,487.58	67.93
Alaska	101	5,951.63	58.93	37	1,657.15	44.79	64	4,294.48	67.10
Hawaii	346	21,385.19	61.81	182	10,192.09	56.00	164	11,193.10	68.25
Foreign [2]	213	13,753.98	64.57	26	1,637.26	62.97	187	12,116.72	64.80

[1] All claims received to the end of the fiscal year 1938-39 were for lump-sum payments amounting to 3½ percent of total taxable wages. Figures have been adjusted to include claims which were disallowed but later reopened and certified for payment and to exclude claims which have been certified in error and subsequently canceled.

[2] Claims received from persons in foreign countries.

TABLE B–16.—*Old-age insurance: Percentage distribution of area of the United States, of estimated population July 1, 1937, of employee accounts established as of June 30, 1939, of employees with taxable wages in 1937, of reported taxable wages in 1937, and of amount and number of old-age insurance claims certified January 1937–June 1939, by regions and States*

Region and State	Area of the United States	Estimated population of the United States, July 1, 1937	Employee accounts established as of June 30, 1939	Employees with taxable wages in 1937 [1]	Taxable wages reported 1937 [1]	Claims certified January 1937–June 1939	
						Number	Amount
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Region I	2.2	6.7	7.6	8.6	8.7	9.7	10.1
Connecticut	.2	1.4	1.6	1.9	2.1	2.1	2.4
Maine	1.1	.7	.7	.7	.5	.8	.7
Massachusetts	.3	3.4	4.0	4.4	4.7	5.0	5.3
New Hampshire	.3	.4	.4	.5	.4	.5	.4
Rhode Island	(2)	.5	.7	.8	.8	1.0	1.0
Vermont	.3	.3	.2	.3	.2	.3	.3
Region II	1.6	10.0	13.5	13.5	15.8	11.7	14.0
New York	1.6	10.0	13.5	13.5	15.8	11.7	14.0
Region III	1.8	11.4	12.2	13.1	14.4	15.1	16.6
Delaware	.1	.2	.2	.2	.2	.3	.3
New Jersey	.2	3.3	3.7	3.9	4.3	4.3	5.2
Pennsylvania	1.5	7.9	8.3	9.0	9.9	10.5	11.1
Region IV	4.4	8.0	7.1	7.0	5.9	7.1	5.9
District of Columbia	(2)	.5	.7	.6	.6	.5	.5
Maryland	.4	1.3	1.4	1.5	1.4	1.6	1.6
North Carolina	1.8	2.7	2.1	2.0	1.3	1.9	1.2
Virginia	1.4	2.1	1.6	1.5	1.2	1.7	1.3
West Virginia	.8	1.4	1.3	1.4	1.4	1.4	1.3
Region V	4.6	11.2	12.0	12.7	14.6	12.5	13.1
Kentucky	1.3	2.3	1.6	1.2	1.0	1.4	1.2
Michigan	1.9	3.7	4.5	5.2	6.3	4.3	4.6
Ohio	1.4	5.2	5.9	6.3	7.3	6.8	7.3
Region VI	4.9	11.0	11.6	12.5	13.7	12.2	13.1
Illinois	1.9	6.1	7.0	7.5	8.6	6.9	7.9
Indiana	1.2	2.7	2.6	2.8	2.8	3.0	2.8
Wisconsin	1.8	2.2	2.0	2.2	2.3	2.3	2.4
Region VII	9.6	11.2	8.4	7.5	4.7	7.3	4.8
Alabama	1.7	2.2	1.4	1.3	.9	1.5	1.0
Florida	1.9	1.3	1.5	1.3	.8	1.0	.7
Georgia	2.0	2.4	1.9	1.6	1.0	1.6	1.1
Mississippi	1.6	1.6	.8	.7	.3	.6	.3
South Carolina	1.0	1.5	1.1	1.0	.6	1.0	.6
Tennessee	1.4	2.2	1.7	1.6	1.1	1.6	1.1
Region VIII	12.1	6.2	4.3	3.9	3.3	3.7	3.4
Iowa	1.8	2.0	1.3	1.3	1.0	1.3	1.1
Minnesota	2.8	2.1	1.7	1.6	1.6	1.5	1.6
Nebraska	2.6	1.1	.7	.6	.5	.6	.5
North Dakota	2.3	.5	.3	.2	.1	.1	.1
South Dakota	2.6	.5	.3	.2	.1	.2	.1
Region IX	9.1	8.1	6.0	5.1	4.4	4.9	4.6
Arkansas	1.8	1.6	.8	.6	.4	.6	.4
Kansas	2.7	1.4	1.0	.9	.7	.9	.8
Missouri	2.3	3.1	2.8	2.5	2.4	2.6	2.6
Oklahoma	2.3	2.0	1.4	1.1	.9	.8	.8

See footnotes at end of table.

TABLE B–16.—*Old-age insurance: Percentage distribution of area of the United States, of estimated population July 1, 1937, of employee accounts established as of June 30, 1939, of employees with taxable wages in 1937, of reported taxable wages in 1937, and of amount and number of old-age insurance claims certified January 1937–June 1939, by regions and States*—Continued

Region and State	Area of the United States	Estimated population of the United States, July 1, 1937	Employee accounts established as of June 30, 1939	Employees with taxable wages in 1937 [1]	Taxable wages reported 1937 [1]	Claims certified January 1937–June 1939	
						Number	Amount
Region X	14.4	6.8	6.1	5.2	4.0	4.5	3.5
Louisiana	1.6	1.7	1.5	1.2	.9	1.2	.9
New Mexico	4.0	.3	.3	.2	.2	.2	.1
Texas	8.8	4.8	4.3	3.8	2.9	3.1	2.5
Region XI	20.9	2.5	2.4	2.3	1.9	2.3	2.0
Arizona	3.8	.3	.4	.3	.3	.3	.2
Colorado	3.4	.8	.8	.8	.6	.8	.7
Idaho	2.8	.4	.3	.3	.2	.3	.2
Montana	4.9	.4	.4	.3	.3	.4	.4
Utah	2.8	.4	.4	.4	.3	.4	.4
Wyoming	3.2	.2	.1	.2	.2	.1	.1
Region XII	14.4	6.9	8.8	8.6	8.6	9.0	8.9
California	5.2	4.7	6.5	6.2	6.3	6.3	6.4
Nevada	3.7	.1	.1	.1	.1	.1	.1
Oregon	3.2	.8	.8	.9	.8	.9	.8
Washington	2.3	1.3	1.4	1.4	1.4	1.7	1.6

[1] The tabulation of wages in this analysis represents 93 percent of the total volume of taxable wages reported as paid in 1937, while the number of employees tabulated is estimated at 96 percent of the total who earned taxable wages in 1937. This table further excludes 77,632 employees holding railroad retirement account numbers whose taxable wages totaled $17,472,692, and 267,085 persons whose sex or race is unknown and whose taxable wages totaled $40,740,243.

[2] Less than 0.05 percent.

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UNEMPLOYMENT COMPENSATION

Tables in this appendix are grouped under three headings: number of covered employees and reported taxable pay rolls (C–1—C–5); claims for benefits (C–6—C–11); number and amount of benefit payments (C–12—C–20); C–21 shows the relation of benefits paid to funds available. Four tables in appendix A are also relevant to the unemployment compensation program; A–4 indicates on a checks-issued basis Federal grants to States for unemployment compensation administration and certain employment service functions in connection with the program, and A–5 gives similar data on a quarterly and grants-certified basis; A–7 shows the financial status of the unemployment trust fund at the close of the fiscal year; and A–8 gives Federal tax collections under title IX, which is now the Federal Unemployment Tax Act, incorporated in the Internal Revenue Code. Monthly issues of the Social Security Bulletin report current data on the program.

Because the tables of this appendix include many new units of measurement, the following alphabetical list of definitions, together with the footnotes to the tables, should be used as a guide in interpreting the figures presented.

Agent State.—Any State in which a worker claims benefits against another (liable) State through the facilities of the State employment security agency.

Benefit period.—The smallest unit of time (usually a week) with respect to which benefits for total, part-total, or partial unemployment may be payable.

Benefit year.—A period of 52 consecutive weeks (or of approximately 52 consecutive weeks) to which the limitation on maximum duration of benefits is applicable.

Claim:

Additional claim.—An application for determination of eligibility for benefits which certifies to the beginning date of a period of unemployment, the first benefit period of which would fall within a benefit year with respect to which benefit amount and duration have previously been computed.

Compensable claim.—An application for benefits which certifies to the completion of a benefit period.

Continued claim.—(A waiting-period or compensable claim.) An application for waiting-period credits or benefits which certifies to the completion of a waiting-period week or a benefit period.

Initial claim.—(A new or additional claim.) An application for a determination of eligibility for benefits which certifies to the beginning date of a period of unemployment.

Interstate or multistate claim.—A claim filed in one State (agent State) by a worker who has earned wage credits in one or more other States (liable States).

New claim.—An application for the determination (other than a lag-quarter redetermination) of eligibility for benefits and benefit amount and duration which certifies to the beginning date of a period of unemployment.

Waiting-period claim.—An application for waiting-period credit which certifies to the completion of a waiting-period week.

Lag-quarter redetermination.—A recomputation of benefit duration and/or amount during a benefit year on the basis of wage credits earned during one or more quarters which have become available for benefits since the beginning of the benefit year.

Liable State.—Any State against which a worker claims benefits through the facilities of the employment security agency of another (agent) State.

Unemployment.—A claimant is *totally unemployed* if he is separated from his regular employment and his odd-job or subsidiary earnings are less than an amount specified in the State law. A claimant is *partially unemployed* if, while continuing employment with his regular employer, his wages fall a specified amount below his full-time weekly wages. A third type—*part-total unemployment*—relates to a claimant who has been separated from employment with his regular employer but has earned wages from odd-job or subsidiary employment in sufficient amount to be deductible from his weekly benefit amount for total unemployment.

Wage credits.—That portion of the wages of an individual earned in covered employment which is credited to his account for the purpose of determining his total benefits.

NUMBER OF COVERED EMPLOYEES AND REPORTED TAXABLE PAY ROLLS

TABLE C–1.—*Unemployment compensation: Estimated number of subject employers and number of workers with wage credits under State unemployment compensation systems, as of June 1939*

[Preliminary and subject to revision]

State	Statutory size-of-firm inclusion [1] (number of employees)	Estimated number of subject employers	Estimated number of covered workers [2]
Total		719,600	27,980,000
Alabama	8 or more	4,400	325,000
Alaska	do	500	23,000
Arizona	3 or more	3,100	78,000
Arkansas	1 or more	14,900	190,000
California	4 or more	51,000	1,700,000
Colorado	8 or more	4,300	200,000
Connecticut	5 or more	8,300	485,000
Delaware	1 or more	4,800	65,000
District of Columbia	do	14,900	180,000
Florida	8 or more	4,400	255,000
Georgia	do	7,200	400,000
Hawaii	1 or more	3,900	119,000
Idaho	do	8,000	110,000
Illinois	8 or more	27,300	1,620,000
Indiana	do	9,000	838,000
Iowa	do	6,700	320,000
Kansas	do	6,200	245,000
Kentucky	4 or more	7,400	380,000
Louisiana	do	12,000	425,000
Maine	8 or more	2,900	190,000
Maryland	4 or more	11,000	475,000
Massachusetts	do	35,500	1,450,000
Michigan	8 or more	16,100	1,300,000
Minnesota	1 or more	40,600	525,000
Mississippi	8 or more	3,000	150,000
Missouri	do	10,600	650,000
Montana	1 or more	8,600	105,000
Nebraska	8 or more	3,300	145,000
Nevada	1 or more	2,500	30,000
New Hampshire	4 or more	3,000	125,000
New Jersey	8 or more	14,800	1,000,000
New Mexico	4 or more	2,000	70,000
New York	do	97,600	4,000,000
North Carolina	8 or more	6,800	700,000
North Dakota	do	1,100	42,000
Ohio	3 or more	44,400	1,720,000
Oklahoma	8 or more	5,100	324,000
Oregon	4 or more	7,400	225,000
Pennsylvania	1 or more	145,000	3,100,000
Rhode Island	4 or more	5,700	300,000
South Carolina	8 or more	3,500	292,000
South Dakota	do	1,200	45,000
Tennessee	do	4,500	450,000
Texas	do	13,300	800,000
Utah	4 or more	2,500	90,000
Vermont	8 or more	1,100	70,000
Virginia	do	5,800	450,000
Washington	do	6,400	300,000
West Virginia	do	3,300	350,000
Wisconsin	6 or more	7,900	500,000
Wyoming	1 or more	4,800	49,000

[1] The "size of firm" shown in this column represents the number of different individuals who must have worked in a specified number of weeks in the current or preceding calendar year for a given employer before that employer becomes subject to the State unemployment compensation law.

[2] The number of covered workers (i. e., workers who have acquired wage credits under the State unemployment compensation law) approximates the number of individuals who represent potential benefit claimants. Not all workers with wage credits will be eligible for benefits, however, since there will be cases in which previous earnings are insufficient to satisfy the eligibility provision of the State law.

TABLE C–2.—*Unemployment compensation: Employment of covered workers, by States and by months, 1938* [1]

[Preliminary and subject to revision]

State	Average monthly employment	January	February	March	April	May	June	July	August	September	October	November	December
Alabama	247,887	250,255	247,793	249,810	248,496	241,997	236,404	240,401	249,048	256,034	251,242	249,940	253,221
Alaska	10,759	5,264	5,382	6,219	9,003	12,666	14,874	17,799	19,910	14,189	9,712	7,811	6,275
Arizona	58,604	55,841	54,609	56,964	60,561	59,023	58,983	56,005	56,265	58,302	60,901	62,386	63,402
Arkansas	137,607	133,777	132,602	132,366	130,994	130,216	132,260	137,777	142,658	151,822	146,724	141,823	138,260
California	1,271,447	1,244,684	1,228,661	1,247,262	1,249,984	1,247,200	1,261,056	1,290,496	1,330,472	1,307,092	1,299,387	1,283,644	1,267,425
Colorado	136,886	133,695	128,553	130,259	132,894	133,442	136,363	137,641	141,388	143,829	145,517	140,267	138,788
Connecticut	413,564	414,811	410,647	409,510	408,255	403,833	401,810	403,147	411,800	422,706	427,846	429,037	419,367
Delaware	57,669	56,428	55,406	56,299	56,299	56,176	56,782	57,814	62,272	62,008	58,158	56,897	57,489
District of Columbia	158,331	156,303	153,381	157,819	159,640	154,874	158,258	157,544	157,179	159,838	159,580	161,032	164,520
Florida	221,382	252,980	252,490	247,157	229,911	212,147	198,739	189,981	193,710	204,636	210,378	225,212	239,237
Georgia	330,585	332,012	332,166	342,083	330,362	322,676	322,956	321,918	327,262	339,391	334,697	328,040	333,453
Hawaii	79,976	75,163	72,804	74,589	80,289	81,407	82,887	90,986	91,905	92,476	72,231	72,265	72,707
Idaho	60,032	52,784	51,200	52,681	58,883	60,718	64,201	62,579	63,005	65,692	65,186	62,237	61,217
Illinois	1,603,086	1,629,641	1,613,994	1,613,271	1,598,758	1,574,693	1,563,034	1,563,637	1,592,212	1,629,955	1,623,556	1,626,846	1,607,431
Indiana	530,651	531,378	523,659	524,170	524,333	520,175	518,400	508,361	534,868	550,912	546,721	550,879	533,958
Iowa	241,140	234,915	230,568	235,969	235,572	234,165	236,386	243,151	250,276	254,336	251,004	246,274	241,066
Kansas	170,680	168,646	165,951	168,124	172,051	171,949	172,039	173,664	172,641	173,153	172,136	169,912	167,895
Kentucky	265,986	271,088	257,581	257,666	254,115	253,957	254,119	272,195	278,538	289,081	269,658	263,464	270,372
Louisiana	[2] 245,787	234,477	235,463	237,064	234,640	237,802	233,744	235,230	239,612	248,218	[2] 276,047	266,136	271,016
Maine	134,364	134,122	133,143	128,415	127,110	130,112	132,395	141,329	142,949	142,628	135,025	132,501	132,634
Maryland	344,077	338,762	339,740	342,228	344,908	340,377	339,558	339,762	348,471	354,990	344,128	350,548	345,492
Massachusetts	927,882	[3]	[3] 915,810	[3]	[3]	[3] 913,251	[3]	[3]	[3] 921,100	[3]	[3]	[3] 961,368	[3]
Michigan	900,907	966,684	930,425	918,350	878,358	852,716	836,060	783,816	804,670	880,194	959,310	999,801	1,000,504
Minnesota	397,142	365,853	359,232	370,183	398,082	400,846	411,902	410,939	421,903	420,434	406,991	402,185	397,151
Mississippi	108,444	105,105	107,590	110,734	106,425	106,088	106,825	107,544	109,655	114,980	111,333	108,636	106,415
Missouri	544,126	531,251	531,381	542,683	545,347	535,442	539,956	547,939	545,365	555,291	553,769	548,893	552,196
Montana	72,732	69,144	66,361	68,583	72,404	70,520	73,038	74,492	74,172	76,616	77,061	75,340	75,055
Nebraska	116,480	112,543	110,349	112,184	114,152	116,119	118,790	117,754	119,940	121,182	121,510	118,319	114,923
Nevada	22,885	20,908	19,684	20,469	23,200	24,049	23,985	24,684	24,774	23,534	23,408	23,055	22,870
New Hampshire	99,008	95,151	95,734	96,063	95,415	96,490	95,551	101,908	104,483	106,664	100,966	98,534	101,132
New Jersey	839,620	841,126	843,305	846,380	851,480	849,467	840,379	826,893	850,855	856,231	827,996	826,925	814,396
New Mexico	[4] 42,591	[5]	[5]	42,502	[5]	[5]	42,227	42,170	43,195	42,355	42,888	43,551	41,843
New York	[6] 3,051,981	3,077,812	3,043,308	3,074,330	3,081,257	3,011,926	3,001,596	3,001,613	3,027,553	3,118,670	3,102,023	3,034,241	3,049,439
North Carolina	[7] 438,604	[5]	[5]	[5]	[5]	[5]	[5]	410,611	444,404	459,679	451,875	440,557	432,422
North Dakota	31,787	28,861	27,835	28,296	30,659	31,325	32,786	33,960	33,970	35,531	33,702	32,789	31,728

Ohio	1,314,765	1,298,896	1,283,822	1,271,682	1,341,421	1,322,274	1,309,634	1,294,190	1,321,473	1,352,966	1,322,911	1,330,612	1,327,295
Oklahoma	189,920	194,827	188,070	191,280	187,953	188,080	186,481	188,722	190,168	193,078	190,446	191,452	188,479
Oregon	[8] 142,060	129,910	131,014	131,458	134,829	138,164	141,533	148,240	156,442	155,250	146,327	142,208	136,690
Pennsylvania	[9] 2,231,049	([5])	([5])	2,255,354	([5])	([5])	2,176,433	([5])	([5])	2,263,807	([5])	([5])	2,228,600
Rhode Island	175,978	172,908	167,327	166,586	167,293	166,371	166,425	171,661	175,934	184,303	188,795	192,134	191,997
South Carolina	192,258	193,024	190,680	194,959	183,600	185,579	184,892	194,744	195,659	198,956	198,429	197,099	189,473
South Dakota	35,092	31,898	31,366	31,931	34,024	34,846	36,458	36,957	37,026	37,345	37,457	36,268	35,530
Tennessee	298,804	296,955	297,560	300,181	291,341	290,534	287,578	295,276	301,206	310,162	305,692	303,178	305,979
Texas	672,704	675,777	676,231	688,398	686,153	664,696	648,057	645,808	650,209	662,431	692,701	686,250	695,741
Utah	75,381	71,705	69,445	70,007	73,869	74,282	74,507	76,650	77,573	79,253	79,073	79,087	79,120
Vermont	46,544	43,732	43,491	43,475	44,244	46,558	47,493	48,378	48,479	48,671	48,310	47,460	48,237
Virginia	[10] 316,033	([5])	([5])	([5])	304,682	305,035	305,223	310,502	325,356	330,600	327,657	320,839	314,406
Washington	262,619	240,871	240,806	254,683	259,203	259,020	264,642	266,465	274,738	285,702	277,784	266,929	260,579
West Virginia	278,597	291,986	289,877	287,459	275,342	269,952	265,181	271,505	275,109	281,336	282,212	275,634	277,569
Wisconsin	430,210	429,639	424,458	426,114	428,118	421,324	437,682	435,968	437,367	434,819	438,043	432,997	415,987
Wyoming	39,587	37,054	34,791	35,944	37,067	38,415	40,579	42,317	43,217	44,482	43,025	39,633	38,518

[1] These figures represent the total number of covered workers on each of the following types of pay rolls: last weekly pay roll, last semimonthly pay roll, monthly pay roll, and the last of any other type of pay roll used by the reporting units. In interpreting these data, the size-of-firm coverage in the respective State laws should be considered.

[2] Change in coverage from employers of 8 or more to 4 or more effective Oct. 1, 1938. Average covered employment for first 9 months was 237,361 and 271,066 for the last 3 months.

[3] State reported average monthly employment only for the calendar quarter.

[4] Based on an 8-month unweighted average.

[5] No monthly data reported.

[6] Reported monthly employment is the sum of all employees on the monthly pay rolls, plus the highest number on the semimonthly, weekly, and any other pay rolls. Monthly figures exclude approximately 11,000 employees reported under temporary numbers. Included are from 15,000 to 24,000 employees in domestic service covered by State law.

[7] Based on a weighted 12-month average. Average includes 8,204 employees unallocated by months. State reports 435,916 employees as the average for first 6 months.

[8] Includes 12,649 employees unallocated by months.

[9] Based on data for the 4 months reported.

[10] Based on data for the 9 months reported.

TABLE C–3.—*Unemployment compensation: Reported taxable pay rolls, by States and by months, 1938*

[Preliminary and subject to revision]

[In thousands]

State	Total	January	February	March	April	May	June	July	August	September	October	November	December
Alabama	$209,786	$16,955	$16,564	$17,667	$17,348	$16,127	$16,148	$16,410	$16,858	$17,629	$18,247	$18,022	$21,811
Alaska	18,784	696	669	825	1,083	1,664	2,102	2,571	3,437	2,071	1,490	1,082	1,094
Arizona	78,145	6,330	6,123	6,444	6,573	6,333	6,443	6,211	6,136	6,314	6,713	6,670	7,855
Arkansas	120,939	9,552	9,257	9,805	9,583	9,380	9,538	9,873	10,148	10,684	11,039	10,204	11,876
California	1,997,284	154,392	149,839	160,705	164,274	161,327	167,644	167,091	169,668	169,973	170,763	164,803	196,805
Colorado	178,400	14,275	13,477	14,174	14,112	13,780	14,558	14,826	15,053	15,253	15,726	15,167	17,999
Connecticut	566,636	42,990	43,283	47,299	45,797	42,896	45,523	44,660	45,554	47,874	51,226	48,195	61,339
Delaware	82,421	6,271	6,106	6,558	6,553	6,402	6,483	6,610	6,698	6,675	6,696	6,439	10,930
District of Columbia	210,034	17,186	15,978	16,920	16,928	16,861	17,356	17,647	17,079	17,277	18,148	17,374	21,280
Florida	218,976	19,344	19,640	20,895	19,283	16,987	16,554	15,847	15,781	16,517	16,891	17,537	23,700
Georgia	302,365	23,126	23,158	25,512	24,447	23,228	24,791	24,083	24,419	25,744	25,726	25,085	33,046
Hawaii	69,459	5,319	5,331	5,540	5,599	5,535	5,606	6,169	6,152	6,171	5,546	5,481	7,010
Idaho	70,836	5,209	4,936	5,275	5,472	5,701	6,167	6,139	6,372	6,661	6,547	6,231	6,126
Illinois	2,411,554	(1)	(1)	[1] 580,528	(1)	(1)	[1] 582,678	(1)	(1)	[1] 588,550	(1)	(1)	[1] 659,798
Indiana	697,545	53,019	52,138	57,685	55,647	53,698	55,674	55,263	56,347	59,694	62,167	60,412	75,801
Iowa	294,776	22,797	22,038	23,777	24,032	23,130	24,125	24,512	24,677	24,997	25,909	24,424	30,358
Kansas	211,496	17,035	16,507	17,446	17,622	17,208	17,669	18,219	17,787	17,586	17,797	16,885	19,735
Kentucky	295,314	23,316	21,609	23,068	23,267	22,909	23,160	24,943	25,828	26,760	26,145	24,951	29,358
Louisiana [2]	283,542	21,208	21,408	22,986	23,303	22,327	22,964	23,333	22,479	23,132	[2] 24,805	24,159	31,438
Maine	143,803	11,170	11,153	11,740	11,666	11,166	11,320	12,614	12,256	12,671	12,250	11,233	14,564
Maryland	410,932	31,074	31,178	34,057	33,933	32,904	33,758	33,505	33,349	34,773	35,405	33,615	43,381
Massachusetts	1,245,702	(1)	(1)	[1] 290,042	(1)	(1)	[1] 301,385	(1)	(1)	[1] 303,687	(1)	(1)	[1] 350,588
Michigan [3]	1,366,889	105,304	104,231	113,171	110,513	102,677	103,016	99,349	100,284	111,247	125,524	131,014	160,559
Minnesota	512,312	38,367	37,475	39,322	42,605	41,778	43,497	44,362	44,729	44,605	44,213	42,501	48,858
Mississippi	89,650	6,774	6,904	7,399	7,301	7,027	7,165	7,365	7,370	7,705	7,879	7,420	9,341
Missouri	708,723	54,876	54,590	58,672	58,836	56,396	57,993	58,712	58,482	58,982	59,932	58,120	73,132
Montana	98,461	7,927	7,274	7,878	8,013	7,894	7,862	8,073	8,318	8,413	8,644	8,369	9,796
Nebraska	147,055	11,448	11,115	11,656	11,914	11,817	12,314	12,529	12,441	12,480	12,678	12,273	14,390
Nevada	33,600	(1)	(1)	[1] 7,078	2,772	2,886	2,929	2,944	3,075	3,021	2,964	2,784	3,147
New Hampshire	104,632	7,532	7,827	8,655	8,772	8,207	7,892	8,828	9,131	9,379	9,603	8,268	10,538
New Jersey	1,187,897	90,481	91,030	99,184	99,859	93,538	96,375	97,306	96,844	100,835	101,862	97,432	123,151
New Mexico	51,589	(1)	(1)	[1] 12,602	(1)	(1)	[1] 12,576	4,218	4,314	4,266	4,353	4,322	4,938
New York [4]	4,282,808	364,149	363,050	380,953	386,488	339,419	344,124	354,603	335,570	349,929	354,013	318,687	391,823
North Carolina	[5] 371,348	(6)	(6)	(6)	(6)	(6)	[6] 172,276	29,726	31,312	32,597	32,721	32,176	39,790
North Dakota	[7] 38,895	2,866	2,731	2,886	3,070	3,089	3,188	3,456	3,576	3,512	3,431	3,203	3,865
Ohio	1,854,720	149,869	142,521	147,031	155,273	146,092	149,423	149,756	150,627	155,608	159,632	155,210	193,678
Oklahoma	250,611	20,626	19,859	20,925	20,743	20,563	20,775	20,691	20,586	20,687	20,682	19,909	24,565

Oregon	[8] 216,816	15,503	15,178	17,184	16,939	17,153	17,949	17,477	19,784	20,024	19,293	17,505	20,257
Pennsylvania	2,773,608	(1)	(1)	[1] 667,898	(1)	(1)	[1] 669,272	(1)	(1)	[1] 687,868	(1)	(1)	[1] 748,570
Rhode Island	208,978	15,521	15,658	16,959	16,844	15,272	16,333	16,784	16,940	17,509	19,457	18,282	23,419
South Carolina	153,977	11,681	11,856	13,170	12,604	11,373	12,298	12,472	12,686	13,434	13,335	13,074	15,994
South Dakota	41,742	3,075	2,958	3,227	3,281	3,317	3,614	3,576	3,583	3,637	3,625	3,459	4,390
Tennessee	306,864	23,707	24,073	26,279	24,715	23,845	24,302	24,669	25,233	26,065	26,507	25,710	31,759
Texas	837,507	66,881	65,729	70,599	69,361	68,350	68,825	72,923	67,878	68,804	68,707	66,588	82,862
Utah	96,487	7,653	7,251	7,645	7,763	7,601	7,673	7,794	8,025	8,321	8,477	8,320	9,964
Vermont	53,204	3,845	3,934	4,268	4,299	4,110	4,492	4,571	4,510	4,613	4,760	4,334	5,468
Virginia	347,624	(1)	(1)	[1] 83,165[5]	27,528	27,118	28,366	28,169	29,379	29,650	30,219	28,763	35,267
Washington	364,619	26,729	25,965	29,463	29,726	29,073	30,116	30,044	32,045	32,327	33,088	30,731	35,312
West Virginia	340,923	28,068	26,722	27,807	26,261	26,055	26,480	27,057	28,654	29,735	31,037	30,043	33,004
Wisconsin	[9] 607,056	47,112	46,795	49,794	50,473	47,659	49,437	51,142	51,044	50,153	51,536	49,307	62,372
Wyoming	51,814	3,995	3,570	3,888	3,928	4,036	4,306	4,503	4,726	4,795	4,960	4,446	4,661

[1] State reported total pay rolls for the quarterly period. Figures shown in last month of each quarter.

[2] Change in coverage from employers of 8 or more to 4 or more, effective Oct. 1, 1938.

[3] Includes that part of any worker's annual wage in excess of $3,000, although not taxable under State law.

[4] Excludes that part of any worker's annual wage in excess of $3,000 and approximately $12,000,000 reported for employees under temporary numbers; includes $30,139,000 reported for domestic service covered by State law.

[5] Includes $750,000 in pay rolls unallocated by months.

[6] State reports total pay rolls for first 6 months of year.

[7] Includes $22,000 in pay rolls unallocated by months.

[8] Includes $2,570,000 in pay rolls unallocated by months.

[9] Includes $232,000 unallocated by months, and $12,980,000, allocated by months, paid to government employees (other than Federal) covered by State law.

TABLE C–4.—*Unemployment compensation: Employment of covered workers, by States and by major industrial divisions, monthly average, 1938* [1]

[Preliminary and subject to revision]

State	Total	Mining and quarrying	Contract construction	Manufacturing	Transportation	Communication	Utilities	Trade [2]	Finance, insurance, and real estate [3]	Service [4]	Other [5]
Alabama	247,887	27,249	12,139	129,212	[6] 8,805	3,060	5,563	44,522	3,142	13,285	910
Alaska	10,759	3,263	391	4,039	1,507	39	78	1,061	28	353	0
Arizona	58,604	9,871	4,224	7,326	7,022	967	1,499	19,192	1,156	6,940	407
Arkansas	137,607	7,477	5,155	41,428	18,831	2,235	2,913	40,617	3,284	14,504	1,163
California	1,271,447	36,421	60,688	345,626	117,212	29,879	24,625	395,810	62,107	173,783	[7] 25,296
Colorado	136,886	14,156	6,184	28,406	18,668	4,619	3,740	42,703	4,357	13,261	792
Connecticut	413,564	726	12,526	253,114	17,563	5,620	6,676	70,081	23,094	20,700	3,464
Delaware	57,669	171	3,617	21,660	5,557	537	722	13,426	2,219	3,920	[8] 5,840
District of Columbia	158,331	0	13,607	13,544	11,770	4,850	4,244	65,165	15,140	29,929	82
Florida	221,382	2,840	12,589	59,507	29,923	4,799	4,506	73,037	7,076	25,906	1,199
Georgia	330,585	1,597	15,172	167,145	32,844	6,535	6,721	70,742	8,761	20,345	723
Hawaii	79,976	64	5,122	41,434	5,317	769	1,968	15,451	1,646	5,988	[9] 2,217
Idaho	60,032	5,499	2,985	11,427	7,264	1,248	2,619	20,913	1,107	6,045	925
Illinois	1,603,086	41,046	36,503	704,649	170,287	34,512	28,903	368,648	74,257	129,009	15,272
Indiana	530,651	11,906	13,194	299,451	46,713	8,226	10,114	99,759	15,270	25,860	158
Iowa	241,140	6,115	11,106	80,088	30,727	7,080	6,544	72,222	8,936	18,179	143
Kansas	170,680	16,105	7,865	40,094	33,630	5,268	5,097	47,573	4,514	10,303	231
Kentucky	265,986	53,045	11,678	74,432	32,715	4,122	4,982	61,807	6,257	15,800	1,148
Louisiana [10]	245,787	12,642	12,574	83,677	31,787	4,104	5,964	62,039	8,010	20,612	4,378
Maine	134,364	278	4,325	78,057	9,190	2,548	3,087	24,201	2,479	5,905	4,294
Maryland	344,077	2,487	18,383	150,846	36,862	5,157	6,785	79,273	17,342	26,250	692
Massachusetts	927,882	400	22,413	493,000	55,335	18,387	15,519	217,278	43,804	57,493	4,253
Michigan	900,907	16,234	23,158	525,355	46,297	13,031	19,722	174,646	28,479	50,780	3,205
Minnesota	397,142	8,396	19,265	101,085	44,188	7,788	7,468	145,871	19,942	40,991	2,148
Mississippi	108,444	638	10,631	47,889	13,532	2,184	1,980	21,829	2,086	6,585	1,090
Missouri	544,126	8,832	14,522	207,733	64,258	11,880	11,014	154,877	26,228	43,296	1,486
Montana	72,732	8,784	3,786	10,691	11,563	1,378	2,311	23,617	1,795	7,640	1,167
Nebraska	116,480	616	6,011	25,836	21,842	4,949	2,657	38,895	5,769	9,905	0
Nevada	22,885	5,352	1,511	1,018	4,188	375	471	6,830	293	2,847	0
New Hampshire	99,008	364	3,686	61,107	3,845	1,622	2,236	17,071	1,875	5,998	1,204
New Jersey	839,620	3,122	21,045	484,995	60,620	13,967	18,185	138,700	37,207	55,927	5,852
New Mexico [11]	42,591	9,441	3,415	3,641	7,075	755	1,039	12,848	512	3,696	169
New York [12]	3,051,981	5,671	109,992	1,161,493	237,470	73,534	67,030	744,000	272,663	305,338	[12] 74,790
North Carolina	438,604	1,767	19,756	284,028	[13] 22,901	4,402	[13] 5,074	72,271	8,900	18,163	1,342
North Dakota	31,787	584	1,948	3,841	6,719	1,260	1,294	13,340	658	2,143	0

Ohio	1,314,765	27,134	37,039	659,786	104,562	19,884	25,766	308,787	45,904	81,616	4,287
Oklahoma	189,920	34,376	7,416	36,957	20,718	5,429	5,092	54,366	5,235	15,553	4,778
Oregon	142,060	845	5,292	53,198	15,850	3,205	4,349	38,035	4,446	12,750	[7] 4,090
Pennsylvania [14]	2,231,049										
Rhode Island	175,978	205	5,273	109,210	6,117	2,217	3,230	35,363	5,069	9,190	104
South Carolina	192,258	1,240	9,393	127,437	[10] 11,637	1,838	[15] 2,409	29,276	1,323	7,235	470
South Dakota	35,092	2,829	2,401	6,085	4,458	1,387	1,262	13,451	854	2,365	0
Tennessee	298,804	11,694	12,069	138,288	30,561	4,984	5,918	68,524	6,581	19,256	929
Texas	672,704	64,363	40,267	162,841	98,920	15,333	19,775	192,586	18,063	55,362	5,194
Utah	75,381	8,862	3,395	15,887	10,477	1,777	2,073	23,039	2,373	6,300	1,198
Vermont	46,544	1,283	2,146	23,346	4,780	1,157	1,140	9,137	1,145	2,308	102
Virginia [13]	316,033	18,745	16,276	130,705	42,664	4,545	6,844	67,783	8,555	19,109	807
Washington	262,619	4,296	12,953	92,106	29,975	5,940	5,358	71,718	8,828	21,041	[7] 10,404
West Virginia	278,597	106,629	5,638	80,525	23,197	2,763	9,831	35,883	3,199	10,189	743
Wisconsin [16]	430,210	2,000	10,944	230,011	32,436	9,150	7,774	86,560	14,432	22,696	[17] 14,207
Wyoming	39,587	8,269	3,699	3,815	8,055	587	758	10,101	474	3,829	0

[1] Data classified by industry groups listed in the Social Security Board, Industrial Classification Code, edition of Mar. 15, 1937, with slight modifications in the major industrial divisions. Monthly averages are based on the number of covered workers reported each month on the following types of pay rolls: Last weekly pay roll, last semimonthly pay roll, monthly pay roll, and the last of any other type of pay roll used by the reporting unit.

[2] Includes industry groups No. 71 (eating and drinking places) and No. 75 (automobile repair services, garages, and filling stations).

[3] Includes industry group No. 66 (real estate, insurance, loans, law offices—any combination).

[4] Includes total service (except industry groups Nos. 71 and 75—included in trade), professional services, industry group No. 86 (membership organizations, such as trade associations, trade unions, etc.), and industry group No. 88 (governmental agencies other than Federal).

[5] Includes industry groups Nos. 67 and 68 (administrative offices and auxiliary units), industry group No. 85 (private business organizations not elsewhere classified), and other industries not elsewhere classified.

[6] Excludes industry group No. 40 (interstate railroads) not covered by State law.

[7] Includes logging and lumbering camps not attached to sawmills and logging contractors.

[8] More than 80 percent of this figure represents auxiliary units and holding companies.

[9] Includes plantation agencies.

[10] Average monthly employment is not adjusted for a change in coverage from employers of 8 or more to 4 or more, effective Oct. 1, 1938.

[11] Monthly averages based on data for 8 months (March, and June–December).

[12] Monthly averages are derived from monthly employment totals based on the sum of all employees on monthly pay rolls, plus the highest number on semimonthly, weekly, and any other pay rolls. Excludes approximately 11,000 workers reported under temporary numbers each month. "Other" includes approximately 18,000 covered workers in domestic service covered by State law.

[13] Street, suburban, and interurban railways, and city and suburban bus lines are included with utilities rather than transportation.

[14] No industrial classifications reported. Monthly average is based on data for 4 months (March, June, September, and December).

[15] Based on data for 9 months (April–December).

[16] Data adjusted to conform with Social Security Board industrial classifications.

[17] Includes approximately 13,000 government employees (other than Federal) covered by State law.

TABLE C–5.—*Unemployment compensation: Reported taxable pay rolls, by States and by major industrial divisions, 1938* [1]

[Preliminary and subject to revision]

[In thousands]

State	Total	Mining and quarrying	Contract construction	Manufacturing	Transportation	Communication	Utilities	Trade [2]	Finance, insurance, and real estate [3]	Service [4]	Other [5]
Alabama	$209,786	$23,744	$7,317	[6] $106,253	[6] $5,118	$3,436	$8,030	$41,636	$4,180	$9,496	$576
Alaska	18,784	7,929	685	6,137	1,689	59	137	1,621	76	451	0
Arizona	78,145	15,527	5,839	9,477	11,428	1,258	2,278	22,759	1,884	7,039	656
Arkansas	120,939	8,344	3,371	31,160	22,372	2,343	3,435	34,516	4,252	10,052	1,094
California	1,997,284	68,923	87,993	532,472	189,470	50,634	42,170	552,710	104,455	311,208	[7] 57,249
Colorado	178,400	18,371	7,370	38,193	30,453	6,604	5,431	50,899	7,032	11,965	2,082
Connecticut	566,636	987	18,483	322,815	29,669	10,207	13,744	95,902	44,640	24,704	5,485
Delaware	82,421	169	3,758	26,808	8,132	844	1,113	14,706	3,911	4,254	[8] 13,726
District of Columbia	210,034	0	14,800	22,141	19,036	7,907	7,417	79,092	19,859	39,651	131
Florida	218,976	2,720	12,087	50,600	33,608	5,713	6,743	74,372	9,776	22,568	789
Georgia	302,365	1,084	8,910	126,195	43,008	9,347	9,486	72,956	13,137	16,186	1,056
Hawaii	69,459	53	4,878	25,228	6,498	1,183	2,872	15,809	3,075	5,804	[8] 4,059
Idaho	70,836	9,219	3,516	14,314	11,108	1,250	2,935	21,597	1,351	4,629	917
Illinois	2,411,554	48,096	64,595	1,034,783	287,756	53,751	57,780	520,788	127,032	178,000	38,973
Indiana	697,545	14,256	18,804	398,979	75,244	10,091	16,522	112,871	25,410	24,892	476
Iowa	294,776	5,806	12,257	160,949	49,191	7,925	9,288	79,206	14,679	15,296	179
Kansas	211,496	22,665	7,047	54,023	52,042	5,575	7,062	47,365	7,012	8,171	534
Kentucky	295,314	51,362	10,795	83,533	50,305	4,456	6,985	63,110	9,691	13,820	1,257
Louisiana [10]	283,542	23,710	14,763	86,607	38,035	5,488	9,115	68,999	11,992	19,412	5,421
Maine	143,803	388	4,375	76,391	13,343	3,346	4,556	28,513	4,371	5,190	2,830
Maryland	410,932	2,334	19,964	180,197	50,249	7,879	12,303	84,662	27,128	24,758	1,458
Massachusetts	1,245,702	490	34,932	613,677	89,175	31,433	28,192	295,539	76,799	65,360	10,105
Michigan [11]	1,366,839	20,586	34,630	835,540	72,436	19,416	38,066	229,459	49,244	63,215	4,297
Minnesota	512,312	11,721	20,581	143,745	71,949	10,445	12,793	168,189	28,825	41,375	2,689
Mississippi	89,650	542	6,558	32,395	16,387	2,172	2,490	21,815	2,499	4,219	573
Missouri	708,723	8,615	18,418	259,056	102,978	17,553	18,005	195,917	40,859	44,210	3,082
Montana	98,461	13,977	4,247	16,440	19,507	1,572	4,097	27,630	2,273	6,435	2,283
Nebraska	147,055	474	6,087	33,821	35,764	6,534	3,712	42,690	9,578	8,395	0
Nevada	33,600	8,788	1,990	1,423	7,077	556	769	8,871	385	3,741	0
New Hampshire	104,632	461	3,710	61,763	5,551	2,193	3,479	18,232	3,319	5,208	716
New Jersey	1,187,897	4,716	32,564	661,998	94,917	24,810	34,791	194,695	69,781	63,032	6,593
New Mexico	51,589	13,459	3,984	3,618	10,699	769	1,324	13,991	685	2,926	134
New York [12]	4,282,808	7,532	161,364	1,532,082	362,903	135,711	126,465	1,012,697	416,319	386,768	[13] 140,967
North Carolina	371,348	1,164	12,289	221,487	[14] 30,066	4,791	[14] 7,466	66,486	13,313	12,646	1,640
North Dakota	38,895	748	1,813	4,592	10,872	1,329	1,774	14,704	994	2,069	0

Ohio	1,854,720	29,965	50,651	962,986	174,870	30,177	43,018	385,461	76,335	92,533	8,724
Oklahoma	250,611	57,065	6,861	46,521	31,493	6,323	8,021	61,173	7,410	13,824	11,920
Oregon	216,816	1,353	8,425	80,043	26,847	5,167	7,698	59,157	6,868	14,498	[7] 6,760
Pennsylvania [15]	2,773,608										
Rhode Island	208,978	257	6,418	121,998	8,936	3,721	6,049	42,117	9,341	9,747	394
South Carolina	153,977	909	6,669	92,634	[14] 13,701	1,893	[14] 3,207	27,750	2,164	4,885	165
South Dakota	41,742	5,247	2,000	7,686	6,864	1,350	1,587	13,897	1,207	1,904	0
Tennessee	306,864	10,705	10,133	130,042	44,538	5,814	8,340	71,710	8,963	15,364	1,255
Texas	837,507	115,111	37,926	201,357	137,114	17,768	28,341	210,712	26,852	49,233	13,093
Utah	96,487	12,378	3,821	19,381	17,884	2,084	2,903	25,445	3,500	5,889	3,202
Vermont	53,204	1,837	1,885	25,098	6,836	1,400	1,601	10,439	2,279	1,764	65
Virginia	347,624	20,275	15,011	127,927	62,879	5,992	10,042	75,103	12,999	16,469	927
Washington	364,619	5,915	19,664	125,885	45,628	9,531	9,162	97,596	13,974	22,550	14,714
West Virginia	340,923	121,946	5,605	100,766	37,050	3,565	15,188	41,076	5,261	9,612	854
Wisconsin [16]	607,056	2,750	16,278	324,213	51,798	11,588	13,042	111,195	26,590	24,986	[17] 14,616
Wyoming	51,814	13,139	4,412	5,070	13,415	675	1,085	10,684	544	2,790	0

[1] Data classified by industry groups listed in the Social Security Board, Industrial Classification Code, edition of Mar. 15, 1937, with slight modifications in the major industrial divisions.

[2] Includes industry groups No. 71 (eating and drinking places) and No. 75 (automobile repair services, garages, and filling stations).

[3] Includes industry group No. 66 (real estate, insurance, loans, law offices—any combination).

[4] Includes total service (except industry groups Nos. 71 and 75—included in trade), professional services, industry group No. 86 (membership organizations, such as trade associations, trade unions, etc.), and industry group No. 88 (governmental agencies other than Federal).

[5] Includes industry groups Nos. 67 and 68 (administrative offices and auxiliary units), industry group No. 85 (private business organizations not elsewhere classified), and other industries not elsewhere classified.

[6] Excludes industry group No. 40 (interstate railroads) not covered by State law.

[7] Includes logging and lumbering camps not attached to sawmills and logging contractors.

[8] Includes $16,297,000 in pay rolls for industry group No. 67 (administrative offices and holding companies).

[9] Includes $4,029,000 paid to employees of plantation agencies.

[10] Change in coverage from employers of 8 or more to 4 or more effective Oct. 1, 1938.

[11] Includes that part of any worker's annual wage in excess of $3,000, although not taxable under State law.

[12] Excludes that part of any worker's annual wage in excess of $3,000 and approximately $12,000,000 reported for employees under temporary numbers.

[13] Includes $30,139,000 reported for domestic service, covered by State law.

[14] Street, suburban, and interurban railways, and city and suburban bus lines are combined with utilities rather than transportation.

[15] Aggregate annual pay rolls by industrial divisions not reported.

[16] Data adjusted to conform with Social Security Board industrial classification.

[17] Includes $12,980,000 paid to government employees (other than Federal) covered by State law.

TABLE C–6.—*Unemployment compensation: Number of initial claims [1] received in local offices, by States and by months, fiscal year 1938–39*

[Data reported by State agencies, corrected to Sept. 12, 1939]

State	Month and year benefits first payable	Total	July	August	September	October	November	December	January	February	March	April	May	June
Total		9,051,764	915,646	653,022	501,496	532,761	540,579	608,445	1,238,064	688,204	656,858	1,063,025	812,195	841,469
Alabama	January 1938	105,042	11,208	9,970	7,544	10,734	8,444	6,630	11,245	5,794	6,420	6,730	[2] 8,062	12,261
Alaska	January 1939	2,468							1,068	222	535	290	172	181
Arizona	January 1938	25,176	2,215	2,479	1,978	1,707	1,383	1,783	2,331	2,457	2,177	2,685	2,065	1,916
Arkansas	January 1939	49,163							16,137	8,405	6,304	8,602	5,739	3,976
California	January 1938	678,049	48,709	45,626	44,677	51,932	56,018	57,066	74,158	74,186	61,864	55,070	55,524	53,219
Colorado	January 1939	47,746							20,139	5,365	7,304	6,113	4,973	3,852
Connecticut	January 1938	173,462	23,920	18,893	12,559	13,308	12,093	14,702	19,805	9,709	9,712	16,657	14,079	8,025
Delaware	January 1939	13,545							6,519	2,169	1,423	879	1,274	1,281
District of Columbia [2]	January 1938	25,343	2,176	2,055	1,720	2,500	2,081	2,136	3,875	2,437	1,895	1,428	1,530	1,510
Florida	January 1939	60,447							14,338	8,347	5,577	8,295	11,947	11,943
Georgia	do	82,060							19,494	14,859	10,168	11,273	13,531	12,735
Hawaii	do	3,608							721	532	732	494	510	619
Idaho	September 1938	36,274			4,686	3,392	4,224	6,663	5,355	3,051	3,637	2,234	1,623	1,409
Illinois	July 1939													
Indiana [2]	April 1938	192,794	22,077	46,477	19,476	12,673	11,301	19,270	11,209	6,797	5,832	11,688	12,059	13,935
Iowa	July 1938	133,865	21,778	10,860	8,832	8,475	12,229	20,181	15,481	8,525	7,891	6,567	6,880	6,166
Kansas	January 1939	48,759							19,513	7,639	6,663	6,460	4,768	3,716
Kentucky	do	116,603							30,221	15,374	13,388	41,844	8,942	6,834
Louisiana	January 1938	125,468	12,805	9,628	8,193	9,022	9,516	8,295	16,794	10,029	9,208	12,888	9,406	9,684
Maine	do	113,965	10,227	3,683	6,605	9,656	7,769	9,497	12,758	8,522	12,296	14,005	10,582	8,365
Maryland	do	140,979	27,779	23,519	[2] 4,932	[2] 5,528	[2] 5,521	[2] 5,241	10,179	10,909	14,734	16,329	9,320	6,988
Massachusetts	do	461,979	33,146	31,026	32,454	37,226	34,864	33,728	42,999	30,683	36,484	49,079	51,718	48,572
Michigan	July 1938	990,296	290,285	112,449	57,637	41,531	34,503	47,737	39,219	38,477	40,443	39,876	74,248	173,891
Minnesota	January 1938	122,136	8,355	7,538	8,839	8,523	10,043	10,857	20,190	14,455	11,522	9,618	7,315	4,881
Mississippi	April 1938	71,867	6,946	8,046	4,310	6,442	8,296	6,668	8,395	5,595	3,969	4,620	4,588	3,992
Missouri	January 1939	112,547							41,740	15,838	11,228	16,473	13,832	13,436
Montana	July 1939													
Nebraska	January 1939	32,973							14,740	4,414	5,445	3,644	2,532	2,198
Nevada	do	7,002							2,631	1,061	813	893	664	940
New Hampshire	January 1938	62,680	9,275	4,677	5,695	10,521	7,571	7,855	2,682	2,101	3,445	3,527	3,607	1,724
New Jersey	January 1939	226,000							98,630	27,453	24,448	27,103	24,378	23,988
New Mexico	December 1938	21,340						4,394	3,083	2,014	2,412	2,733	3,094	3,610

New York	January 1938	2,034,539	169,381	148,049	144,127	159,836	172,902	165,155	213,901	104,211	93,584	305,871	186,301	171,221
North Carolina	do	278,564	24,166	16,408	13,380	19,102	19,118	20,073	38,824	27,028	22,676	26,048	29,003	22,738
North Dakota	January 1939	8,325							4,211	1,277	1,130	786	475	446
Ohio	do	263,721							119,213	26,499	21,835	40,843	29,846	25,485
Oklahoma	December 1938	79,110						22,325	15,380	11,623	10,068	7,417	6,055	6,242
Oregon	January 1938	121,247	11,498	7,921	7,797	11,220	12,127	18,123	9,905	6,074	8,092	8,303	10,041	10,146
Pennsylvania [2]	do	624,470	67,031	48,101	29,574	24,356	24,036	28,436	46,938	52,350	57,254	113,729	69,370	63,295
Rhode Island	do	155,046	7,466	9,264	10,159	8,208	7,999	9,936	16,559	10,679	16,748	29,091	15,484	13,453
South Carolina	July 1938	95,020	10,345	7,483	3,435	4,266	4,356	4,525	17,610	6,682	9,679	8,737	8,515	9,387
South Dakota	January 1939	8,046							3,689	1,009	1,263	616	811	658
Tennessee	January 1938	131,389	15,395	11,239	9,960	10,251	10,426	10,309	15,127	8,128	8,275	13,804	8,789	9,686
Texas	do	301,779	24,654	25,130	22,015	26,401	28,507	27,097	37,280	25,642	20,330	22,711	21,952	20,060
Utah	do	50,531	4,579	2,938	2,486	2,502	3,055	4,119	7,913	4,605	4,903	5,200	3,537	4,694
Vermont	do	19,633	1,630	1,266	1,340	1,138	1,229	2,083	2,418	2,180	2,032	2,146	1,139	1,032
Virginia	do	113,688	10,539	6,896	5,437	7,091	7,148	7,345	13,708	10,635	11,295	12,121	12,278	9,195
Washington	January 1939	104,346							49,277	16,100	12,793	13,289	7,592	5,295
West Virginia	January 1938	144,314	6,768	5,355	3,929	3,052	2,864	3,236	16,296	12,521	13,143	48,982	19,682	8,486
Wisconsin	July 1936	220,154	31,293	26,046	17,720	22,168	20,956	22,980	[3] 18,677	[3] 11,556	[3] 12,663	[3] 11,972	[3] 11,190	[3] 12,933
Wyoming	January 1939	14,206							5,489	1,986	1,126	3,262	1,173	1,170

[1] For definitions of types of claims see p. 235. Includes interstate claims taken as agent State but excludes interstate claims received as liable State.

[2] Excludes additional claims.

[3] Total and part-total unemployment only.

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TABLE C–7.—*Unemployment compensation: Number of continued claims [1] received in local offices, by States and by months, fiscal year 1938–39*

[Data reported by State agencies, corrected to Sept. 15, 1939]

State	Month and year benefits first payable	Total	July	August	September	October	November	December	January	February	March	April	May	June
Total		53,356,844	4,412,304	4,732,491	4,013,791	3,392,598	3,136,448	3,167,679	4,362,968	4,666,987	4,930,162	5,128,531	6,081,203	5,331,682
Alabama	January 1938	1,130,330	145,112	145,559	105,965	88,732	76,642	65,282	82,797	79,275	83,132	77,546	91,225	89,063
Alaska	January 1939	14,683							1,785	1,685	4,202	3,505	2,002	1,504
Arizona	January 1938	204,682	20,270	22,619	18,416	16,201	14,784	14,322	16,754	16,926	17,940	16,193	16,751	13,506
Arkansas	January 1939	255,194							24,492	46,024	53,955	44,408	45,207	41,108
California	January 1938	4,656,205	324,170	317,071	278,047	287,055	340,289	394,375	464,441	472,310	526,378	426,248	439,568	386,253
Colorado	January 1939	286,847							31,281	48,864	57,156	53,020	50,647	45,879
Connecticut	January 1938	982,967	142,797	121,599	84,011	68,268	65,996	67,870	91,505	78,895	67,378	65,311	69,056	60,281
Delaware	January 1939	56,634							[2] 2,953	[2] 12,578	13,511	9,140	9,229	9,223
District of Columbia	January 1938	342,256	30,684	32,278	28,523	27,592	29,029	30,536	36,173	32,765	32,979	23,537	21,107	17,053
Florida	January 1939	267,916							27,170	41,926	44,475	35,964	51,034	67,347
Georgia	do	398,849							[2] 24,123	67,052	81,395	67,289	80,207	78,783
Hawaii	do	11,129							69	770	1,616	2,251	3,054	3,369
Idaho	September 1938	287,583			6,230	13,919	19,996	37,565	48,570	47,436	50,062	31,936	19,946	11,923
Illinois	July 1939													
Indiana	April 1938	2,487,095	263,168	332,827	314,308	292,897	224,373	205,101	202,734	164,804	141,280	106,863	112,486	126,254
Iowa	July 1938	1,020,551	39,377	75,520	80,107	73,850	74,239	105,319	139,339	123,076	117,610	75,632	61,152	55,330
Kansas	January 1939	256,641							31,756	52,226	60,709	44,177	37,929	29,844
Kentucky	do	607,989							41,610	69,954	85,014	137,442	170,001	103,968
Louisiana	January 1938	959,594	87,114	82,986	71,699	54,997	61,347	63,889	93,657	94,301	86,553	86,164	94,719	82,168
Maine	do	785,126	87,549	55,696	47,451	51,344	48,997	67,384	80,283	63,955	68,938	72,416	78,695	62,418
Maryland	do	1,350,138	164,225	140,728	115,761	103,612	105,083	102,723	145,733	117,620	93,247	85,478	93,520	82,408
Massachusetts	do	2,728,369	316,579	349,700	236,786	185,423	196,583	196,564	205,197	178,259	193,734	187,763	254,726	227,055
Michigan [3]	July 1938	4,862,879	187,887	819,409	909,365	740,054	528,848	323,799	285,269	[4] 232,110	224,949	173,537	195,437	242,215
Minnesota	January 1938	1,141,698	73,447	60,094	60,297	64,228	65,957	104,298	141,469	140,215	175,727	115,966	79,844	60,156
Mississippi	April 1938	499,425	53,157	55,253	42,206	35,899	46,672	49,595	54,545	47,034	38,886	24,846	26,934	24,398
Missouri	January 1939	609,767							61,817	116,318	124,419	95,719	106,789	104,705
Montana	July 1939													
Nebraska	January 1939	158,727							27,174	38,408	35,965	25,033	19,437	12,710
Nevada	do	39,026							2,147	7,202	8,392	7,194	7,517	6,574
New Hampshire	January 1938	400,575	60,959	35,418	30,633	29,925	36,258	33,336	25,277	20,319	26,153	31,284	37,107	33,906
New Jersey	January 1939	1,344,291							184,343	269,380	264,014	205,336	228,460	192,758
New Mexico	December 1938	90,989						1,017	8,032	10,040	19,579	18,004	15,502	18,815
New York	January 1938	3,131,862	[5]	[5]	[5]	[5]	[5]	[5]	[5]	[5]	[5]	836,381	1,188,879	1,106,602
North Carolina	do	1,985,345	374,466	272,101	177,022	116,088	118,350	120,466	162,537	148,558	130,790	107,491	126,994	130,482
North Dakota	January 1939	60,063							8,982	13,725	13,969	10,364	7,722	5,301

Ohio	do	2,206,255							156,819	400,844	418,388	408,906	447,060	374,238	
Oklahoma	December 1938	420,819						21,953	75,903	80,667	85,519	62,905	51,064	42,808	
Oregon	January 1938	714,187	65,163	54,446	37,569	41,487	56,360	99,198	84,229	77,257	73,234	47,587	41,876	35,781	
Pennsylvania	do	7,424,041	883,583	810,001	606,467	466,066	429,368	445,045	483,757	465,629	584,768	649,869	939,113	660,375	
Rhode Island	do	1,001,190	132,645	101,959	88,646	75,836	62,512	64,986	68,337	70,813	76,378	80,432	87,068	91,578	
South Carolina	July 1938	595,689	14,776	35,253	33,749	38,179	35,844	45,745	80,624	54,608	68,030	52,849	57,504	78,528	
South Dakota	January 1939	54,343							6,832	10,939	13,893	9,565	7,078	6,036	
Tennessee	January 1938	1,466,555	213,153	185,273	130,626	116,360	103,322	102,212	121,673	95,741	97,556	88,531	107,791	104,317	
Texas	do	1,789,313	164,881	171,862	183,721	145,256	165,290	180,123	200,103	192,013	178,489	66,491	72,350	68,734	
Utah	do	253,539	33,519	22,078	14,146	12,155	12,021	15,474	28,291	29,501	26,512	23,839	20,016	15,987	
Vermont	do	106,137	9,660	8,576	7,605	6,504	6,549	8,286	11,050	10,901	11,630	10,045	8,610	6,721	
Virginia	do	980,737	154,826	120,396	72,125	53,521	54,338	59,089	66,679	68,377	80,675	72,969	89,254	88,488	
Washington	January 1939	456,820							[2] 20,849	[2] 86,927	[2] 93,000	95,222	94,488	66,334	
West Virginia	January 1938	1,359,130	247,341	193,160	128,746	92,000	74,460	64,554	78,348	76,709	83,175	84,048	142,511	94,078	
Wisconsin	July 1936	1,038,018	121,796	110,629	103,564	95,150	82,941	77,573	116,057	74,784	79,037	59,607	61,858	55,022	
Wyoming	January 1939	74,646							9,403	17,267	15,771	12,228	10,679	9,298	

[1] For definitions of types of claims see p. 235. Includes interstate claims taken as agent State but excludes interstate claims received as liable State.
[2] Excludes claims for waiting-period weeks.
[3] Only one continued claim is filed during the 3-week waiting period.
[4] Number of continued claims for total unemployment only.
[5] Data not reported.

TABLE C–8.—*Unemployment compensation: Number of new claims authorized for payment and number of claimants exhausting wage credits [1] during the month, by States and by months, January–June 1939*

[Data reported by State agencies, corrected to Sept. 18, 1939]

State	Number of new claims authorized for payment							Number of claimants exhausting wage credits during month					
	Total	January	February	March	April	May	June	January	February	March	April	May	June
Total	2,402,001	302,182	485,269	462,183	305,411	503,876	343,080	235,725	336,962	400,247	244,127	297,423	313,453
Alabama	24,853	3,028	3,518	4,061	3,672	5,829	4,745	4,258	4,160	4,352	2,538	3,208	4,074
Alaska	2,036	262	289	325	384	628	148	0	19	16	47	199	133
Arizona	7,673	1,141	1,339	1,385	1,293	1,314	1,201	904	1,172	1,324	1,027	1,274	823
Arkansas	34,374	10,447	6,541	5,660	4,352	4,413	2,961	0	1,445	3,683	3,410	2,497	1,931
California	200,218	26,335	28,977	56,157	28,420	28,758	31,571	17,663	19,713	26,640	20,183	20,755	23,637
Colorado	25,896	4,824	6,400	3,772	4,823	3,035	3,042	0	151	1,608	1,426	2,679	2,391
Connecticut	33,445	[2]	9,409	5,900	4,274	7,313	6,549	2,878	5,885	6,305	3,258	5,367	5,547
Delaware	8,652	2,489	2,263	1,699	603	640	958	0	650	1,453	860	775	506
District of Columbia	9,952	1,266	1,802	3,593	1,142	1,128	1,021	[3] 1,007	[3] 961	[3] 1,149	[3] 863	[3] 730	[3] 787
Florida	19,069	0	3,769	4,044	2,327	3,065	5,864	0	183	1,659	1,978	3,060	2,926
Georgia	40,219	3,249	9,650	9,387	4,586	6,746	6,601	0	664	3,567	3,457	5,165	6,049
Hawaii	1,727	1	287	316	353	370	400	[3] 0	[3] 36	[3] 61	[3] 79	[3] 131	[3] 145

See footnotes at end of table.

TABLE C–8.—*Unemployment compensation: Number of new claims authorized for payment and number of claimants exhausting wage credits[1] during the month, by States and by months, January–June 1939*—Continued

[Data reported by State agencies, corrected to Sept. 18, 1939]

State	Number of new claims authorized for payment							Number of claimants exhausting wage credits during month					
	Total	January	February	March	April	May	June	January	February	March	April	May	June
Idaho	8,590	3,937	2,200	(2)	1,282	642	529	421	1,277	2,354	1,440	1,597	829
Illinois[4]													
Indiana	51,552	15,856	9,802	6,003	4,660	7,672	7,559	10,685	11,023	10,599	6,173	5,226	5,202
Iowa	36,026	12,341	7,822	6,281	3,849	2,951	2,782	4,788	5,142	7,764	6,060	4,275	3,776
Kansas	26,300	4,371	8,082	4,772	3,342	3,345	2,388	0	1,235	3,973	3,464	2,676	2,660
Kentucky	50,196	200	12,215	11,130	14,253	7,249	5,149	0	8	746	804	6,044	4,370
Louisiana	44,479	6,000	10,098	7,049	6,238	8,654	6,440	504	2,057	4,127	2,920	3,472	5,303
Maine	27,465	1,824	3,253	3,722	5,272	8,316	5,078	3,092	4,431	4,116	678	196	773
Maryland	40,369	7,065	9,543	6,874	3,979	7,189	5,719	6,588	7,919	7,301	3,890	3,802	3,330
Massachusetts	95,337	(2)	16,107	18,770	19,467	19,200	21,793	22,030	19,848	25,823	20,836	22,125	40,442
Michigan	88,723	15,992	15,845	18,270	10,157	12,648	15,811	25,381	16,935	20,304	13,545	14,651	14,422
Minnesota	51,972	8,993	7,657	13,774	8,623	8,234	4,691	4,579	4,448	9,652	7,903	6,356	3,757
Mississippi	14,659	3,347	3,892	2,494	1,264	1,868	1,794	2,057	2,442	3,324	1,241	1,339	1,195
Missouri	58,342	1,635	21,215	12,205	7,231	7,308	8,748	0	1,778	8,532	4,875	7,306	5,968
Montana[4]													
Nebraska	16,151	3,723	4,937	3,353	2,014	1,173	951	0	1,377	3,497	2,676	2,382	1,314
Nevada	3,867	585	1,071	841	531	505	334	0	121	660	157	145	465
New Hampshire	11,918	1,280	1,482	1,602	2,180	2,526	2,848	970	759	984	776	779	1,088
New Jersey	137,449	25,873	34,425	22,431	16,665	20,990	17,065	0	3,209	19,468	16,242	14,601	11,155
New Mexico	7,525	1,548	1,652	1,407	827	777	1,314	80	223	509	779	636	612
New York	152,202	48,256	52,763	51,183	(2)	(2)	(2)	51,889	129,886	105,534	19,565	22,242	50,790
North Carolina	23,237	(2)	(2)	(2)	6,183	8,469	8,585	(2)	(2)	(2)	2,347	3,222	1,451
North Dakota	5,701	1,164	1,760	1,341	691	483	262	0	188	1,374	1,041	653	358
Ohio	146,841	530	56,153	25,770	15,833	21,965	26,590	(2)	(2)	(2)	(2)	[3] 18,098	[3] 12,998
Oklahoma	34,335	7,984	7,626	7,099	4,900	3,603	3,123	1,492	4,004	5,653	5,156	4,367	3,590
Oregon	30,969	5,034	7,309	8,265	3,507	3,857	2,997	3,051	2,772	4,267	3,850	2,397	1,988
Pennsylvania	425,626	22,267	36,427	61,955	50,623	196,088	58,266	46,415	44,446	45,840	41,797	53,556	53,001
Rhode Island	49,016	2,212	6,261	4,646	5,571	21,957	8,369	2,560	2,969	3,590	3,337	4,037	3,471
South Carolina	29,220	3,050	5,118	7,192	5,610	3,542	4,708	[3] 2,170	[3] 2,015	[3] 2,187	[3] 2,281	[3] 2,036	[3] 1,701
South Dakota	4,276	39	2,093	758	649	322	415	0	17	410	439	462	310
Tennessee	32,637	4,668	5,190	6,023	3,024	5,763	7,969	3,773	4,032	5,486	3,250	3,952	3,642
Texas	49,351	(2)	8,419	10,181	8,323	11,683	10,745	(2)	8,321	10,340	8,953	18,081	8,331
Utah	11,234	1,587	2,902	2,002	1,858	1,627	1,258	947	2,091	2,049	1,217	1,643	998
Vermont	4,571	842	933	882	731	721	462	336	383	535	519	467	265
Virginia	42,649	5,274	6,893	7,256	6,520	9,152	7,554	3,404	2,510	5,155	4,219	3,740	3,842
Washington	59,963	8,570	20,495	9,997	9,185	6,678	5,038	0	2,466	8,642	7,582	10,398	6,490
West Virginia	39,621	2,843	6,188	6,798	1,605	12,068	10,119	4,944	4,504	5,510	902	94	297
Wisconsin	72,999	18,822	10,183	11,921	11,745	10,496	9,832	[3] 6,859	[3] 6,467	[3] 5,933	[3] 3,935	[3] 3,669	[3] 3,771
Wyoming	8,519	1,428	3,014	1,637	790	916	734	0	620	2,192	152	861	544

[1] For definitions see pp. 235–236.
[2] Data not reported.
[3] Represents number of claimants exhausting maximum benefits during month.
[4] Benefits not payable until July 1939.

TABLE C–9.—*Unemployment compensation: Number of new claims [1] disposed of on first determination, number allowed, and number disallowed by reason for disallowance, by States and by quarters, January–June 1939*

[Data reported by State agencies, corrected to Sept. 19, 1939]

State	January–March 1939						April–June 1939					
	Total	Allowed	Disallowed				Total	Allowed	Disallowed			
			Total	Insufficient wage credits	No wage record	Other			Total	Insufficient wage credits	No wage record	Other
Total	1,772,035	1,412,129	[2] 359,906	201,628	124,707	23,653	1,912,461	1,621,138	[2] 291,323	158,762	96,990	29,442
Alabama	14,740	12,135	2,605	2,370	235	0	23,920	20,032	3,888	2,712	372	804
Alaska	3,242	1,253	1,989	460	209	1,320	1,584	1,156	428	212	180	36
Arizona	5,822	4,501	1,321	1,006	187	128	5,499	4,562	937	748	126	63
Arkansas	28,895	21,601	7,294	3,912	3,382	0	12,531	9,579	2,952	1,311	1,641	0
California	137,818	117,240	20,578	13,271	6,602	705	108,892	91,138	17,754	10,823	6,344	587
Colorado	29,583	21,284	8,299	5,710	2,322	267	11,859	9,996	1,863	1,322	504	37
Connecticut	[3] 14,953	13,373	1,580	1,150	378	52	24,922	22,922	2,000	1,366	398	236
Delaware	10,092	7,295	2,797	1,491	1,220	86	3,775	3,064	711	333	364	14
District of Columbia	7,050	5,661	1,389	1,389	0	0	4,174	3,539	635	462	136	37
Florida	23,265	18,728	4,537	1,272	3,264	1	24,640	17,464	7,176	4,276	2,398	502
Georgia	42,830	32,262	10,568	6,166	4,357	45	27,784	21,934	5,850	3,539	2,151	160
Hawaii	1,685	1,428	[2] 257	92	68	50	1,701	1,410	291	119	56	116
Idaho	10,235	8,179	2,056	1,765	291	0	3,995	3,075	920	824	93	3
Illinois [4]												
Indiana	36,961	28,110	8,851	2,792	110	5,949	28,289	24,010	4,279	1,898	72	2,309
Iowa	33,737	25,808	7,929	4,416	2,825	688	18,279	12,871	5,408	2,934	1,476	998
Kansas	32,171	24,224	7,947	5,766	2,059	122	13,316	11,054	2,262	1,693	480	89
Kentucky	52,107	32,688	19,419	15,402	4,017	0	30,253	24,362	5,891	3,138	2,753	0
Louisiana	25,087	16,972	8,115	[5]	[5]	[5]	18,963	14,156	4,807	[5]	[5]	[5]
Maine	15,060	11,111	3,949	3,379	564	6	32,880	27,958	4,922	3,900	1,003	19
Maryland	29,041	21,933	7,108	5,207	1,359	542	25,494	20,875	4,619	3,856	350	413
Massachusetts	[6] 26,441	23,649	2,792	2,141	370	281	96,099	89,454	6,645	5,491	570	584
Michigan	61,055	41,695	19,360	11,854	7,328	178	41,387	33,337	8,050	4,842	3,013	195
Minnesota	49,027	41,998	7,029	6,978	10	41	23,188	19,444	3,744	3,734	0	10
Mississippi	12,538	9,561	2,977	1,684	863	430	7,505	6,261	1,244	697	304	243
Missouri	65,732	53,429	12,303	12	12,061	230	32,577	29,341	3,236	143	2,879	214
Montana [4]												
Nebraska	22,351	16,414	5,937	2,643	3,231	63	5,596	4,304	1,292	764	475	53

See footnotes at end of table.

TABLE C–9.—*Unemployment compensation: Number of new claims[1] disposed of on first determination, number allowed, and number disallowed by reason for disallowance, by States and by quarters, January–June 1939*—Continued

[Data reported by State agencies, corrected to Sept. 19, 1939]

State	January–March 1939						April–June 1939					
	Total	Allowed	Disallowed				Total	Allowed	Disallowed			
			Total	Insufficient wage credits	No wage record	Other			Total	Insufficient wage credits	No wage record	Other
Nevada	5,060	3,790	1,270	795	475	0	2,151	1,686	465	295	170	0
New Hampshire	6,169	4,607	1,562	1,207	346	9	8,431	7,058	1,373	1,169	192	12
New Jersey	131,418	110,534	20,884	10,228	10,320	336	73,719	65,216	8,503	4,086	4,302	115
New Mexico	8,202	5,311	2,891	2,115	773	3	5,898	4,572	1,326	1,028	298	0
New York	184,204	132,644	51,560	25,172	21,926	4,462	468,932	384,427	84,505	48,745	35,760	0
North Carolina	[5]	[5]	[5]	[5]	[5]	[5]	55,508	43,636	11,872	4,775	4,719	2,378
North Dakota	6,632	5,416	1,216	291	834	91	1,691	1,111	580	441	114	25
Ohio	160,842	135,011	25,831	20,068	4,167	1,596	95,764	79,285	16,479	4,610	413	11,456
Oklahoma	34,830	25,108	9,722	4,221	5,186	315	19,129	14,873	4,256	1,434	2,332	490
Oregon	25,477	22,527	2,950	1,283	626	1,041	15,233	13,229	2,004	1,412	360	232
Pennsylvania	142,287	132,257	10,030	6,935	3,095	0	238,384	220,975	17,409	8,225	7,300	1,884
Rhode Island	12,856	12,265	591	430	135	26	51,855	50,464	1,391	502	379	510
South Carolina	27,934	24,402	3,532	3,348	184	0	19,073	17,066	2,007	1,888	118	1
South Dakota	5,225	3,956	1,269	983	282	4	1,403	1,160	243	181	62	0
Tennessee	20,382	17,485	2,897	1,295	1,598	4	34,909	28,005	6,904	3,041	1,839	2,024
Texas	[6] 21,523	14,044	7,479	3,063	3,804	612	46,849	33,320	13,529	6,039	6,029	1,461
Utah	8,513	6,889	[2] 1,624	1,024	104	1	5,068	4,350	718	549	66	103
Vermont	3,459	2,775	684	428	256	0	2,369	2,005	364	174	190	0
Virginia	27,500	22,668	4,832	3,198	1,507	127	30,188	27,144	3,044	2,055	908	81
Washington	74,913	52,761	22,152	8,905	10,867	2,380	25,362	19,959	5,403	2,447	2,083	873
West Virginia	[3] 21,487	16,893	4,594	2,812	380	1,402	44,804	39,891	4,913	3,799	1,113	1
Wisconsin	42,187	40,926	1,261	[7]	[7]	[7]	32,852	31,530	1,322	[7]	[7]	[7]
Wyoming	9,417	7,328	2,089	1,499	530	60	3,787	2,878	909	730	105	74

[1] For definitions of types of claims see p. 235.
[2] Includes some claims not allocated by reason for disallowance.
[3] Data not reported for January.
[4] Benefits not payable until July 1939.
[5] Data not reported.
[6] Data not reported for January and February.
[7] Provision of State law not comparable.

TABLE C–10.—*Unemployment compensation: Decisions on first administrative review in appealed claims for unemployment benefits, by issues involved*

[Decisions rendered since Jan. 1, 1939, and received by the Social Security Board before Mar. 31, 1939]

Issue involved [1]	Total decisions		Appeals by claimants		Appeals by employers		Referred by deputies	
	Number	Percent	Prior determination affirmed; benefit denied or not modified	Prior determination reversed or modified; benefit allowed or modified	Prior determination affirmed; benefit allowed or not modified	Prior determination reversed or modified; benefit denied or modified	Benefit allowed	Benefit denied
Total, all issues	5,756	100.0	2,240	3,167	175	153	15	6
Percent of total	*100.0*		*38.9*	*55.0*	*3.0*	*2.7*	*0.3*	*0.1*
Claim and registration procedure	638	11.1	272	366	0	0	0	0
Capable of and available for work	267	4.6	141	90	18	18	0	0
Waiting period	23	.4	11	11	1	0	0	0
Coverage	919	16.0	234	607	36	23	15	4
Employment exclusions	127	2.2	35	81	4	4		3
Independent contractor	205	3.6	40	117	25	12	11	
Size-of-firm exclusions	245	4.3	76	165	1	2		1
Miscellaneous	342	5.9	83	244	6	5	4	
Wage credits	1,635	28.3	304	1,328	2	1	0	0
Sufficiency	780	13.5	222	556	2		0	0
Benefit rate and duration	681	11.8	60	620		1	0	0
Other	174	3.0	22	152	0	0	0	0
Disqualifying conditions	1,928	33.5	1,065	662	96	103	0	2
Labor dispute	320	5.6	232	65	6	17	0	0
Misconduct	446	7.7	169	197	47	31		2
Voluntary leaving	1,069	18.6	621	365	35	48	0	0
Refusal of suitable work	93	1.6	43	35	8	7	0	0
Other compensation [2]	10	.2	3	6	1		0	0
Not unemployed	177	3.1	88	78	4	7	0	0
Miscellaneous	159	2.8	122	19	17	1	0	0

[1] A few decisions involve more than 1 issue; only the principal issue is considered in this table. Seasonality is not listed, since no State reported this as principal issue.

[2] Wages in lieu of notice, old-age benefits, workmen's compensation, etc.

TABLE C–11.—*Unemployment compensation: Number of out-of-State initial [1] claims received as agent and liable State [2] and number of out-of-State continued [1] claims received as liable State, by States, January–June 1939*

[Data reported by State agencies, corrected to Sept. 14, 1939]

State	Initial claims received as—		Continued claims received as liable State
	Agent State	Liable State	
Total	163,020	163,020	1,079,606
Alabama	2,612	2,580	18,137
Alaska	267	2,485	10,005
Arizona	2,063	3,405	21,676
Arkansas	4,356	2,513	12,961
California	15,996	13,075	119,867
Colorado	3,075	3,659	19,752
Connecticut	1,939	4,350	23,128
Delaware	683	1,071	5,516
District of Columbia	2,149	[3]	[3]
Florida	4,316	3,904	17,921
Georgia	3,034	2,044	7,531
Hawaii	113	144	396
Idaho	1,970	2,985	22,713
Illinois	3,705	[4]	[4]
Indiana	2,907	2,625	18,979
Iowa	2,605	2,553	20,041
Kansas	3,950	4,451	15,724
Kentucky	3,912	3,051	32,925
Louisiana	3,169	2,868	25,294
Maine	1,363	1,433	8,839
Maryland	1,948	2,835	21,581
Massachusetts	6,166	4,011	27,758
Michigan	2,181	10,261	81,614
Minnesota	2,158	2,691	20,047
Mississippi	2,092	1,726	11,226
Missouri	5,986	4,477	20,059
Montana	516	[4]	[4]
Nebraska	2,184	2,327	10,510
Nevada	911	1,592	8,475
New Hampshire	1,368	2,243	14,585
New Jersey	3,543	4,328	27,639
New Mexico	1,360	2,787	16,904
New York	8,491	13,233	[5] 80,661
North Carolina	2,269	3,146	19,038
North Dakota	575	562	3,575
Ohio	3,479	7,344	40,553
Oklahoma	8,060	4,404	26,311
Oregon	2,937	2,813	27,238
Pennsylvania	7,360	5,728	51,080
Rhode Island	1,512	1,664	11,509
South Carolina	1,283	760	4,443
South Dakota	669	625	3,535
Tennessee	4,520	2,784	19,511
Texas	8,500	7,557	60,910
Utah	1,904	1,796	7,597
Vermont	586	771	3,817
Virginia	2,528	3,700	16,601
Washington	6,734	3,766	24,242
West Virginia	2,727	[3]	[3]
Wisconsin	1,321	1,424	4,679
Wyoming	631	2,469	12,503
Unknown	[6] 2,337		

[1] For definitions of types of claims see p. 235.
[2] A liable State is one to which a claim has been forwarded by agent State for disposition.
[3] Not a signatory to interstate agreement; hence accepts no out-of-State claims as liable State.
[4] Benefits not payable until July 1939.
[5] Data not reported for March and April.
[6] All initial claims received as liable State by Connecticut and Pennsylvania in January and some of those in California in March were not allocated by agent State.

NUMBER AND AMOUNT OF BENEFIT PAYMENTS

TABLE C–12.—*Unemployment compensation: Number of individuals receiving benefits during week ended nearest the middle of the month, by States and by months, January–June 1939*

[Data reported by State agencies, corrected to Sept. 28, 1939]

State	January	February	March	April	May	June
Total	657,208	769,770	833,159	685,073	776,006	802,209
Alabama	17,307	11,701	9,679	8,046	12,096	11,327
Alaska	31	382	932	699	940	481
Arizona	2,767	2,839	2,837	2,985	2,943	2,639
Arkansas	[1] 2,340	6,327	6,196	6,679	6,112	6,670
California	63,742	71,776	85,702	81,851	75,725	72,219
Colorado	[1] 3,401	7,914	10,440	10,205	9,367	7,783
Connecticut	[2] 10,232	15,422	11,137	7,006	10,482	8,589
Delaware	[1] 1,474	3,202	2,930	2,024	1,548	1,429
District of Columbia	5,038	5,351	4,738	3,839	2,749	2,596
Florida	[3]	2,418	5,363	3,861	4,479	6,162
Georgia	[1] 2,250	7,782	12,029	11,813	12,064	11,115
Hawaii	[3]	181	304	521	661	780
Idaho	5,000	9,500	8,399	7,500	3,500	1,750
Illinois [4]						
Indiana	39,424	36,695	22,535	17,947	20,162	22,458
Iowa	19,296	21,317	19,491	12,479	8,487	10,078
Kansas	[1] 2,800	9,251	10,411	7,345	5,564	4,935
Kentucky	[3]	8,809	16,215	18,108	19,423	14,166
Louisiana	13,716	18,940	16,632	14,806	15,637	15,961
Maine	8,300	11,630	7,590	6,990	8,663	8,917
Maryland	14,200	18,700	13,036	7,974	14,050	12,074
Massachusetts	[2] 27,193	31,000	26,833	29,116	30,734	29,622
Michigan	64,400	43,771	41,300	39,900	33,183	49,545
Minnesota	15,061	15,170	20,406	16,400	13,094	9,018
Mississippi	8,069	8,537	7,162	4,089	4,019	4,021
Missouri	[3]	10,948	16,769	12,386	13,760	13,359
Montana [4]						
Nebraska	[1] 2,104	5,452	5,505	4,309	2,942	1,747
Nevada	[5] 394	1,354	1,444	1,482	1,687	1,173
New Hampshire	5,153	3,333	3,250	3,615	3,796	5,006
New Jersey	[1] 13,402	37,160	52,746	39,417	32,013	30,442
New Mexico	1,486	2,766	3,357	2,762	2,191	1,722
New York	63,864	103,767	96,682	46,772	111,124	163,890
North Carolina	16,200	21,000	17,500	10,863	12,640	19,439
North Dakota	[1] 639	1,692	2,299	1,773	2,046	1,048
Ohio	[3]	[6] 34,935	[6] 66,632	66,418	62,210	56,632
Oklahoma	7,049	12,493	12,721	8,961	8,236	6,826
Oregon	6,051	7,016	8,489	8,524	5,241	5,088
Pennsylvania	[2] 114,509	49,092	71,865	75,880	116,279	88,751
Rhode Island	8,450	10,141	10,773	11,172	13,181	15,355
South Carolina	4,747	5,424	4,188	6,679	6,205	5,210
South Dakota	[3]	1,591	2,160	1,713	1,185	762
Tennessee	12,425	10,717	11,708	9,971	10,327	12,650
Texas	[2] 30,216	24,657	25,853	13,648	12,850	12,376
Utah	3,457	4,806	5,246	3,077	3,509	2,294
Vermont	1,365	1,449	1,631	1,377	1,414	1,053
Virginia	10,608	11,354	11,915	9,114	12,816	13,748
Washington	[1] 6,805	19,607	17,847	13,022	11,665	8,648
West Virginia	[2] 7,575	8,116	9,672	1,728	4,828	12,682
Wisconsin	13,610	9,483	7,544	6,065	5,804	5,967
Wyoming	[1] 1,058	2,802	3,066	2,162	2,375	2,006

[1] Number of payments in final week of month.
[2] Number of payments rather than individuals.
[3] First payment made after week ended Jan. 28, 1939.
[4] Benefits not payable until July 1939.
[5] Number of recipients in final week of month.
[6] Number of benefit checks issued.

TABLE C–13.—*Unemployment compensation: Total number of benefit payments,[1] by States and by months, fiscal year 1938–39*

[Data reported by State agencies, corrected to Sept. 22, 1939]

State	Month and year benefits first payable	Total	July	August	September	October	November	December	January	February	March	April	May	June
Total		42,657,195	3,678,550	4,398,416	3,787,079	3,242,837	2,663,462	2,569,015	2,795,006	3,424,482	4,596,196	3,211,875	3,985,850	4,304,427
Alabama	January 1938	917,264	106,569	139,337	99,697	95,383	73,966	67,887	61,741	49,823	59,749	48,540	62,573	51,999
Alaska	January 1939	15,301							262	1,707	3,737	3,272	3,889	2,434
Arizona	January 1938	156,933	13,828	16,428	14,327	13,735	11,734	11,448	11,838	12,134	14,174	12,728	12,820	11,739
Arkansas	January 1939	156,912							2,823	25,145	36,294	29,330	33,214	30,106
California	January 1938	3,515,803	250,103	243,085	250,444	197,534	204,692	303,740	278,609	293,917	448,254	345,125	326,012	374,288
Colorado	January 1939	205,205							4,824	31,557	49,244	40,756	41,063	37,761
Connecticut	January 1938	795,022	151,691	119,370	76,184	43,342	44,282	46,181	46,464	64,701	60,920	40,517	48,960	52,410
Delaware	January 1939	51,303							2,487	12,701	13,462	8,395	6,994	7,264
District of Columbia	January 1938	204,850	16,515	17,936	16,819	16,959	15,806	18,680	18,503	18,527	21,804	16,007	14,163	13,131
Florida	January 1939	107,003							0	12,427	23,239	18,198	22,446	30,693
Georgia	do	256,396							3,326	32,247	61,142	50,372	56,015	53,294
Hawaii	do	10,782							1	678	1,528	2,199	3,019	3,357
Idaho	September 1938	195,787			32	5,116	9,500	19,500	25,500	36,750	43,999	26,500	16,500	12,390
Illinois	July 1939													
Indiana	April 1938	1,940,106	220,279	243,235	237,174	246,814	183,919	154,187	145,825	135,547	112,405	80,319	84,286	96,116
Iowa	July 1938	714,858	3,974	43,198	65,830	55,540	51,154	60,543	92,723	93,991	96,406	57,988	43,815	49,696
Kansas	January 1939	156,599							4,089	32,499	43,593	30,211	25,276	20,931
Kentucky	do	353,076							200	33,031	76,786	83,163	90,383	69,513
Louisiana	January 1938	764,636	66,701	55,278	66,368	43,611	43,785	50,023	61,214	80,868	81,578	62,991	80,383	71,836
Maine	do	508,167	48,542	45,040	28,500	31,407	37,234	55,969	45,638	44,818	44,309	36,564	47,663	42,483
Maryland	do	861,674	105,666	111,628	76,297	61,475	63,200	62,899	74,324	72,285	63,800	47,200	62,100	60,800
Massachusetts	do	2,337,059	269,747	342,039	225,029	176,887	159,394	170,480	142,931	155,088	180,509	149,908	159,670	205,377
Michigan	July 1938	4,217,962	0	551,284	860,964	743,419	485,795	316,631	282,335	207,422	222,932	148,216	173,265	225,699
Minnesota	January 1938	778,523	74,362	63,325	48,501	46,216	39,388	49,586	81,131	71,923	113,331	68,173	70,839	51,748
Mississippi	April 1938	348,353	38,241	34,946	32,673	23,967	26,845	30,002	35,792	35,259	35,431	18,314	19,280	17,603
Missouri	January 1939	325,308							1,635	49,722	86,838	57,375	62,281	67,457
Montana	July 1939													
Nebraska	January 1939	100,489							3,723	26,011	28,244	18,801	13,824	9,886
Nevada	do	33,684							585	5,290	7,204	6,590	7,669	6,346
New Hampshire	January 1938	236,725	33,635	27,420	18,545	13,740	15,470	21,910	17,860	13,770	15,490	15,055	19,395	24,435
New Jersey	January 1939	915,019							25,875	166,095	245,109	171,027	154,676	152,237
New Mexico	December 1938	67,323						1,017	7,107	11,423	16,457	11,841	9,450	10,028

New York	January 1938	6,660,768	748,701	912,734	557,983	495,663	389,648	303,556	262,135	453,527	700,265	229,381	700,893	906,282
North Carolina	do	956,914	140,885	99,219	67,587	54,264	63,136	74,692	90,356	83,138	76,584	51,169	72,250	83,634
North Dakota	January 1939	41,405							1,164	7,624	11,305	8,051	8,489	4,772
Ohio	do	1,311,886							530	156,866	288,693	266,935	290,885	307,977
Oklahoma	December 1938	286,770						6,739	38,600	53,905	64,882	49,282	39,398	33,964
Oregon	January 1938	443,681	43,341	38,603	28,057	20,530	29,092	35,243	44,984	47,069	57,248	42,432	29,027	28,055
Pennsylvania	do	5,990,332	702,508	693,161	534,121	468,747	367,401	329,163	449,843	289,100	491,705	464,434	622,394	577,755
Rhode Island	do	638,253	84,679	69,629	54,601	46,288	34,150	31,905	39,126	48,041	48,905	50,623	60,118	70,188
South Carolina	July 1938	348,184	1	7,900	26,988	27,000	24,647	26,450	34,499	31,300	45,350	45,050	42,750	36,249
South Dakota	January 1939	31,637							39	6,184	9,933	7,060	4,692	3,729
Tennessee	January 1938	743,208	78,269	98,265	71,465	51,320	44,401	52,840	60,968	53,131	62,815	44,953	55,952	68,829
Texas	do	1,148,043	103,664	109,792	101,080	91,216	94,356	114,104	116,760	109,691	133,949	55,841	61,226	56,364
Utah	do	185,055	23,531	20,161	12,214	9,047	8,104	9,946	16,503	21,692	20,631	15,437	15,685	12,104
Vermont	do	72,459	7,326	6,045	5,367	4,701	4,424	4,996	6,130	6,698	8,198	6,808	6,646	5,120
Virginia	do	798,822	135,888	106,600	57,339	44,249	41,392	46,267	51,366	55,162	68,737	53,518	65,113	73,191
Washington	January 1939	346,342							8,570	74,874	88,304	65,487	63,503	45,604
West Virginia	January 1938	714,239	137,226	109,976	70,388	51,203	38,944	35,572	36,708	43,815	55,674	10,811	35,714	88,208
Wisconsin	July 1936	634,068	72,678	72,782	82,505	63,464	57,603	56,859	55,932	42,660	40,912	29,343	29,348	29,982
Wyoming	January 1939	57,007							1,428	12,649	14,138	9,585	9,844	9,363

[1] Unadjusted for returned or voided benefit checks. See tables C–14 and C–15 for data based on State reports for total and partial unemployment. Since some States do not report type of unemployment for all payments, this table includes more payments than are represented in tables C–14 and C–15.

TABLE C–14.—*Unemployment compensation: Number of benefit payments [1] for total unemployment,[2] by States and by months, fiscal year 1938–39*

[Data reported by State agencies, corrected to Sept. 22, 1939]

State	Month and year benefits first payable	Total	July	August	September	October	November	December	January	February	March	April	May	June
Total for States reporting		37,677,469	3,072,755	3,961,328	3,451,872	2,976,858	2,419,024	2,298,596	2,263,927	2,925,486	4,024,246	2,809,170	3,582,753	3,891,454
Alabama	January 1938	682,263	79,074	104,642	73,266	68,412	53,681	48,871	43,225	38,129	46,046	35,994	49,195	41,728
Alaska	January 1939	13,855							(4)	1,647	3,520	2,971	3,512	2,205
Arizona	January 1938	153,044	13,828	16,428	14,327	13,735	11,734	11,448	[3] 10,694	[3] 11,684	[3] 13,622	[3] 12,086	[3] 12,243	[3] 11,215
Arkansas	January 1939	130,561							2,763	22,507	28,430	22,799	28,009	26,053
California	January 1938	3,140,097	242,155	238,028	243,920	193,754	201,620	298,121	225,673	233,664	381,912	294,737	275,480	311,033
Colorado	January 1939	180,592							4,648	28,685	43,679	35,605	35,703	32,272
Connecticut	January 1938	567,608	122,871	92,799	58,733	34,502	37,796	39,022	(4)	(4)	55,254	37,033	44,945	44,653
Delaware	January 1939	48,558							2,454	12,223	12,750	7,902	6,429	6,800
District of Columbia	January 1938	183,824	15,042	16,503	15,351	15,501	14,516	17,264	16,246	16,545	19,515	13,990	12,124	11,227
Florida	January 1939	87,973							0	11,383	19,614	14,776	17,338	24,862
Georgia	do	237,633							[3] 3,202	[3] 30,739	[3] 56,253	[3] 46,990	[3] 51,677	[3] 48,772
Hawaii	do	10,193							1	[3] 645	[3] 1,475	[3] 2,118	[3] 2,860	[3] 3,094
Idaho	September 1938	43,762			32	5,114	9,484	19,480	(4)	(4)	(4)	(4)	(4)	[3] 9,652
Illinois	July 1939								[3] 121,764	[3] 113,347	[3] 89,983	[3] 58,976	[3] 59,413	68,617
Indiana	April 1938	1,553,179	168,019	195,364	194,705	207,166	151,100	124,725	80,298	85,908	86,958	50,971	38,689	44,130
Iowa	July 1938	652,961	3,974	43,198	61,423	52,582	47,823	57,007	[3] 3,915	[3] 28,274	[3] 35,746	[3] 23,897	[3] 20,474	[3] 16,703
Kansas	January 1939	129,009							199	32,743	75,917	81,756	88,066	66,872
Kentucky	do	345,553							53,234	70,875	69,568	54,159	70,091	60,203
Louisiana	January 1938	566,451	15,657	22,214	39,253	32,873	36,069	42,255	32,554	33,780	33,245	30,858	40,687	33,402
Maine	do	366,759	30,872	30,173	18,915	21,526	25,689	35,058						
Maryland	do	525,504	(4)	72,631	50,874	40,922	42,837	43,412	52,153	50,303	44,905	34,877	46,008	46,582
Massachusetts	do	2,333,836	269,747	342,039	225,029	176,887	159,394	170,480	142,697	154,500	179,704	149,415	159,262	204,682
Michigan	July 1938	4,168,981	0	551,284	860,964	743,419	485,795	316,631	[3] 282,335	[3] 204,933	[3] 210,002	[3] 141,694	[3] 163,909	[3] 208,015
Minnesota	January 1938	715,902	74,362	63,325	48,501	41,229	36,765	42,096	76,831	65,881	100,185	59,720	61,417	45,590
Mississippi	April 1938	345,651	38,241	34,946	32,673	23,967	26,845	30,002	35,378	34,660	34,900	17,710	18,972	17,357
Missouri	January 1939	295,567							1,635	46,083	80,287	52,250	56,247	59,065
Montana	July 1939													
Nebraska	January 1939	100,317							[3] 3,723	[3] 26,011	[3] 28,244	[3] 18,801	[3] 13,824	9,714
Nevada	do	30,516							(4)	5,020	6,354	6,102	7,132	5,908
New Hampshire	January 1938	179,507	25,812	20,934	14,207	9,720	10,382	14,849	11,408	10,609	12,679	12,746	16,407	19,754
New Jersey	January 1939	913,186							25,875	166,095	244,915	170,220	154,290	151,791
New Mexico	December 1938	62,037						973	[3] 6,792	[3] 10,808	[3] 15,292	[3] 10,894	[3] 8,576	[3] 8,702

New York	January 1938	6,660,768	748,701	912,734	557,983	495,663	389,648	303,556	[3] 262,135	[3] 453,527	[3] 700,265	[3] 229,381	[3] 700,893	[3] 906,282
North Carolina	do	178,974	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	40,272	62,897	75,805
North Dakota	January 1939	37,985							1,105	7,200	10,405	7,429	7,631	4,215
Ohio	do	1,149,564							526	142,098	258,087	235,362	254,944	258,547
Oklahoma	December 1938	255,390						6,737	[3] 35,447	[3] 48,799	[3] 57,741	[3] 43,379	[3] 34,328	[3] 28,959
Oregon	January 1938	369,977	35,230	31,489	22,627	17,088	24,741	30,167	39,586	41,118	48,984	31,909	24,172	22,866
Pennsylvania	do	5,693,003	702,508	693,161	534,121	468,747	367,401	329,163	427,882	245,314	420,230	406,179	563,773	534,524
Rhode Island	do	509,606	60,733	54,849	41,085	36,376	26,437	24,607	[3] 30,924	[3] 41,828	[3] 40,176	[3] 44,044	[3] 50,226	[3] 58,321
South Carolina	July 1938	172,156	0	1,853	12,248	12,487	12,957	14,794	22,072	15,149	23,827	20,482	18,846	17,441
South Dakota	January 1939	28,061							39	5,821	8,945	6,122	3,993	3,141
Tennessee	January 1938	663,543	72,204	88,074	63,397	46,650	41,025	49,531	53,518	47,459	54,312	38,995	50,245	58,133
Texas	do	933,157	94,902	100,914	92,582	83,220	86,499	104,541	(4)	100,696	190,688	47,912	52,899	48,304
Utah	do	177,650	22,156	18,923	11,589	8,850	7,851	9,611	[3] [5] 16,042	[3] [5] 21,103	[3] [5] 19,785	[3] [5] 14,795	[3] [5] 15,229	[3] [5] 11,716
Vermont	do	58,971	5,620	4,758	4,200	3,411	3,253	3,835	5,167	5,966	7,253	5,863	5,520	4,125
Virginia	do	617,618	75,949	72,577	44,355	35,744	34,574	41,698	45,254	46,391	58,083	44,741	56,779	61,473
Washington	January 1939	284,106							[3] 8,316	[3] 67,430	[3] 70,280	[3] 50,752	[3] 49,659	[3] 37,669
West Virginia	January 1938	539,307	91,847	71,221	46,174	34,905	28,438	25,881	[3] 26,132	37,164	46,797	7,719	35,290	87,739
Wisconsin	July 1936	535,173	63,251	66,267	69,338	52,408	44,670	42,781	48,693	39,077	35,021	23,621	24,535	25,511
Wyoming	January 1939	47,581							1,392	11,665	12,413	8,166	7,915	6,030

[1] Unadjusted for returned or voided benefit checks. Irregular payments included by most States, July–December 1938; excluded January–June 1939, unless otherwise noted.

[2] For definition of types of unemployment see p. 236.

[3] Includes irregular payments.

[4] Data not reported.

[5] Includes benefit payments for part-total unemployment.

TABLE C–15.—*Unemployment compensation: Number of benefit payments [1] for partial unemployment,[2] by States and by months, fiscal year 1938–39*

[Data reported by State agencies, corrected to Sept. 22, 1939]

State	Month and year benefits first payable	Total	July	August	September	October	November	December	January	February	March	April	May	June
Total for States reporting		3,031,457	356,402	322,376	254,044	200,729	170,009	184,526	189,117	217,074	307,428	259,325	268,594	301,833
Alabama	January 1938	234,492	27,495	34,695	26,431	26,971	20,285	19,016	18,245	11,647	13,628	12,504	13,350	10,225
Alaska	January 1939	764							[4]	48	116	167	253	180
Arizona	January 1938	3,889	0	0	0	0	0	0	[3] 1,144	[3] 450	[3] 552	[3] 642	[3] 577	[3] 524
Arkansas	January 1939	13,355							60	1,193	4,172	3,121	2,696	2,113
California	January 1938	230,720	5,191	4,169	4,547	2,363	1,523	4,267	34,269	39,385	39,446	28,645	28,363	38,552
Colorado	January 1939	24,273							176	2,840	5,466	5,082	5,299	5,410
Connecticut	January 1938	114,654	28,820	26,571	17,451	8,840	6,486	7,159	[4]	[4]	5,056	3,160	3,721	7,390
Delaware	January 1939	2,668							33	457	665	489	562	462
District of Columbia	January 1938	16,083	1,473	1,433	1,468	1,458	1,290	1,416	1,369	1,093	1,417	1,313	1,303	1,050
Florida	January 1939	6,999							0	861	1,787	1,197	1,217	1,937
Georgia	do	18,762							[3] 124	[3] 1,508	[3] 4,888	[3] 3,382	[3] 4,338	[3] 4,522
Hawaii	do	589							0	[3] 33	[3] 53	[3] 81	[3] 159	[3] 263
Idaho	September 1938	2,776			0	2	16	20	[4]	[4]	[4]	[4]	[4]	[3] 2,738
Illinois	July 1939													
Indiana	April 1938	386,855	52,260	47,871	42,469	39,648	32,819	29,462	[3] 24,061	[3] 22,200	[3] 22,422	[3] 21,343	[3] 24,873	27,427
Iowa	July 1938	60,437	0	0	4,407	2,958	3,331	3,536	12,239	7,895	9,062	6,785	4,907	5,317
Kansas	January 1939	27,590							[3] 174	[3] 4,225	[3] 7,847	[3] 6,314	[3] 4,802	[3] 4,228
Kentucky [5]	do	3,099							1	254	750	619	923	552
Louisiana	January 1938	179,205	51,044	33,064	27,115	10,738	7,592	7,684	7,388	7,942	7,745	5,864	6,732	6,297
Maine	do	138,310	17,670	14,867	9,585	9,881	11,545	20,911	13,071	10,134	9,731	5,397	6,699	8,819
Maryland	do	117,236	[4]	24,483	13,858	11,020	10,779	9,722	6,199	8,197	7,447	6,214	9,520	9,797
Massachusetts [5]	do													
Michigan [5]	July 1938	48,981							0	[3] 2,489	[3] 12,930	[3] 6,522	[3] 9,356	[3] 17,684
Minnesota	January 1938	52,706	0	0	0	4,987	2,623	7,490	3,975	5,035	9,746	6,613	7,580	4,657
Mississippi [5]	April 1938	1,671							387	247	248	513	135	141
Missouri	January 1939	29,727							0	3,639	6,547	5,121	6,030	8,390
Montana	July 1939													
Nebraska [5]	January 1939	170											0	170
Nevada	do	2,549							[4]	270	843	461	537	438
New Hampshire	January 1938	56,758	7,738	6,395	4,304	3,984	5,052	7,061	6,404	3,123	2,790	2,298	2,961	4,648
New Jersey [5]	January 1939													
New Mexico	December 1938	5,283						44	[3] 315	[3] 614	[3] 1,165	[3] 945	[3] 874	[3] 1,326
New York [5]	January 1938													

North Carolina	do	16,923	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	4,464	6,329	6,130
North Dakota	January 1939	3,317							59	414	852	600	848	544
Ohio	do	123,865							0	7,527	23,425	26,210	29,034	37,669
Oklahoma	December 1938	31,380						2	[3] 3,153	[3] 5,106	[3] 7,141	[3] 5,903	[3] 5,070	[3] 5,005
Oregon	January 1938	72,950	8,111	7,114	5,430	3,442	4,351	5,076	5,263	5,830	8,123	10,396	4,703	5,111
Pennsylvania [5]	do													
Rhode Island	do	128,647	23,946	14,780	13,516	9,912	7,713	7,298	[3] 8,202	[2] 6,213	[3] 8,729	[3] 6,579	[3] 9,892	[3] 11,867
South Carolina	July 1938	175,914	1	6,047	14,740	14,513	11,690	11,656	12,390	16,138	21,507	24,554	23,880	18,798
South Dakota	January 1939	3,469							0	349	968	894	682	576
Tennessee	January 1938	74,802	6,065	10,191	8,068	4,670	3,376	3,309	7,450	5,316	5,191	5,516	5,427	10,223
Texas	do	97,256	8,762	8,878	8,498	7,996	7,857	9,563	(4)	8,775	13,127	7,874	8,204	7,722
Utah	do	7,405	1,375	1,238	625	197	253	335	[3 6] 461	[3 6] 589	[3 6] 846	[2 6] 642	[3 6] 456	[3 6] 388
Vermont	do	13,483	1,706	1,287	1,167	1,290	1,171	1,161	963	732	944	944	1,123	995
Virginia	do	161,184	59,939	34,023	12,984	8,505	6,818	4,569	3,544	6,785	6,874	5,566	5,209	6,368
Washington	January 1939	62,236							[3] 254	[3] 7,444	[3] 18,024	[3] 14,735	[3] 13,844	[3] 7,935
West Virginia	January 1938	171,554	45,379	38,755	24,214	16,298	10,506	9,691	[3] 10,576	5,632	7,688	2,723	73	19
Wisconsin	July 1936	98,177	9,427	6,515	13,167	11,056	12,933	14,078	7,129	3,471	5,745	5,591	4,695	4,370
Wyoming	January 1939	8,294							39	974	1,725	1,342	1,358	2,856

[1] Unadjusted for returned or voided benefit checks. Irregular payments included by most States, July–December 1938; excluded January–June 1939, unless otherwise noted.

[2] For definitions of types of unemployment see p. 236.

[3] Includes irregular payments.

[4] Data not reported.

[5] Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, New Jersey, New York, and Pennsylvania. None of the above, except Mississippi, provides for payments of less than the full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment is not effective until January 1940. Provision for payment of benefits for partial unemployment in Michigan became effective January 1939; in Nebraska, May 1939.

[6] Payments for part-total unemployment included with payments for total unemployment. (See table C–14.)

TABLE C–16.—*Unemployment compensation: Total amount of benefit payments,* [1] *by States and by months, fiscal year 1938–39*

[Data reported by State agencies, corrected to Sept. 22, 1939]

State	Total	July	August	September	October	November	December	January	February	March	April	May	June
Total	$446,147,917	$38,519,697	$47,481,727	$41,583,509	$35,271,239	$27,901,671	$26,020,227	$29,203,395	$34,744,426	$48,873,425	$33,457,526	$39,929,931	$43,161,144
Ala	6,410,709	778,302	1,019,255	715,159	688,091	517,633	445,103	408,945	321,590	388,202	328,458	438,448	361,523
Alaska	221,460							4,109	25,397	56,033	46,245	54,844	34,832
Ariz	1,784,340	159,796	192,623	167,516	160,618	133,431	130,567	135,931	136,127	158,879	141,545	139,906	127,401
Ark	1,000,273							16,588	151,221	227,758	195,135	216,323	193,248
Calif	34,139,599	2,350,884	2,289,581	2,442,546	1,923,901	1,975,932	2,873,345	2,627,604	2,765,687	4,361,058	3,474,922	3,276,340	3,777,799
Colo	2,121,501							49,807	316,092	488,981	416,552	435,149	414,920
Conn	7,771,699	1,507,608	1,152,310	730,972	431,288	443,889	458,191	474,496	632,086	599,561	400,435	452,974	487,889
Del	397,756							21,231	97,246	97,639	63,796	56,046	61,798
D. C	1,718,502	144,019	152,109	140,132	139,041	129,703	157,565	161,134	161,581	185,921	131,543	111,908	103,846
Fla	775,207							0	85,539	161,821	134,741	167,036	226,070
Ga	1,499,269							20,398	184,887	340,435	299,547	332,708	321,294
Hawaii	94,574							5	5,881	13,557	19,302	26,505	29,324
Idaho	2,143,121			301	53,297	99,608	213,156	282,641	411,608	477,642	280,955	206,777	117,136
Ill.[2]													
Ind	20,708,911	2,528,791	2,841,030	2,701,622	2,729,402	1,934,215	1,561,448	1,487,891	1,364,209	1,102,920	749,025	788,944	919,414
Iowa	6,280,508	40,189	413,198	595,722	508,578	465,840	532,774	804,062	803,661	810,088	485,183	373,167	448,046
Kans	1,519,222							42,007	322,721	428,794	292,122	236,638	196,940
Ky	3,003,529							2,199	288,119	646,032	712,051	780,445	574,683
La	6,035,366	452,133	383,807	496,056	366,940	382,522	425,926	513,297	648,439	654,979	511,308	640,604	559,355
Maine	3,884,402	375,539	359,300	227,431	255,648	294,766	423,839	352,147	352,041	357,766	290,404	321,598	273,923
Md	7,748,565	905,115	1,052,183	726,002	579,613	567,622	563,481	626,024	633,652	572,967	416,873	575,642	529,391
Mass	24,536,333	2,925,859	3,672,805	2,412,000	1,898,166	1,684,693	1,786,849	1,517,810	1,630,553	1,886,148	1,526,507	1,585,717	2,009,226
Mich	56,481,908	0	7,697,777	11,686,393	9,957,923	6,404,694	4,160,519	3,661,088	2,653,552	2,882,215	1,924,328	2,278,317	3,175,102
Minn	8,539,882	758,842	647,268	488,123	486,433	415,283	510,794	831,233	850,524	1,472,782	901,394	675,773	501,433
Miss	1,961,456	236,838	207,936	183,251	138,893	150,758	159,754	190,499	184,121	186,539	104,398	111,296	107,173
Mo	2,666,627							14,596	402,584	716,404	483,438	510,347	539,258
Mont.[2]													
Nebr	862,730							32,470	221,469	240,996	165,164	117,251	85,380
Nev	421,913							7,686	66,706	87,401	82,189	96,538	81,393
N. H	1,950,101	290,605	229,546	154,032	108,914	120,332	172,352	137,634	115,029	136,753	131,107	158,066	195,731
N. J	8,826,160							261,321	1,613,490	2,363,759	1,662,708	1,475,862	1,449,020
N. Mex	651,998						9,210	67,246	110,825	160,483	115,718	90,676	97,840
N. Y	87,267,063	10,234,654	10,988,974	6,699,021	5,689,158	4,502,669	3,871,251	4,605,394	6,505,911	11,658,327	4,497,720	7,882,801	10,131,183
N. C	6,119,594	1,033,521	732,896	484,772	380,886	361,226	397,840	474,531	523,518	511,508	334,152	423,033	461,711
N. Dak	375,749							10,889	69,064	98,700	72,838	79,575	44,683
Ohio	12,500,465							5,030	1,503,334	2,722,762	2,527,348	2,780,564	2,961,427
Okla	2,820,996						71,231	386,837	531,597	639,003	480,951	380,643	330,734

Oreg	4,815,394	476,177	415,464	293,116	212,797	305,120	377,930	506,570	520,189	625,549	458,610	317,476	306,396
Pa	66,279,214	7,882,202	7,831,873	5,947,891	5,095,932	4,003,685	3,584,677	4,915,800	3,070,490	5,206,032	5,046,427	7,206,528	6,487,677
R. I	5,746,425	729,964	641,354	512,043	425,475	307,092	277,349	338,360	422,439	416,106	447,761	573,091	655,391
S. C	1,782,864	6	35,184	139,949	151,654	131,214	137,187	186,116	151,638	237,607	217,941	205,409	188,959
S. Dak	289,670							434	59,359	92,526	64,589	41,213	31,549
Tenn	5,076,025	566,918	708,125	493,006	362,961	297,004	345,388	394,346	337,564	400,924	295,782	386,248	487,759
Tex	11,492,557	918,165	1,004,301	948,507	867,866	881,558	1,026,538	1,046,857	965,489	1,179,039	779,671	985,660	888,906
Utah	1,939,945	290,200	227,442	136,467	97,775	82,166	98,780	163,366	208,719	199,885	153,089	156,231	125,825
Vt	639,665	61,860	52,274	45,435	37,650	36,292	42,957	59,078	65,370	77,929	62,229	56,600	41,991
Va	5,676,162	851,175	753,952	427,604	343,767	310,362	343,873	377,362	394,516	487,892	382,111	478,540	525,008
Wash	3,635,237							106,673	878,899	975,506	662,688	576,031	435,440
W. Va	6,444,250	1,292,802	1,002,000	639,689	474,037	363,959	330,939	340,494	414,336	531,243	98,151	280,155	676,445
Wis	6,330,106	727,533	777,160	948,751	704,535	598,403	529,414	511,604	387,779	363,433	257,860	260,840	262,794
Wyo	758,915							21,555	177,578	184,941	130,515	127,448	116,878

[1] Unadjusted for returned or voided benefit checks. See table C–13 for month and year benefits first payable in each State, and tables C–17 and C–18 for data based on State reports for total and partial unemployment. Since some States do not report type of unemployment for all payments, this table includes more payments than are represented in tables C–17 and C–18.

[2] Benefits not payable until July 1939.

TABLE C–17.—*Unemployment compensation: Amount of benefit payments [1] for total unemployment,[2] by States and by months, fiscal year 1938–39*

[Data reported by State agencies, corrected to Sept. 22, 1939]

State	Total	July	August	September	October	November	December	January	February	March	April	May	June
Total for States reporting	$414,783,017	$34,653,357	$44,851,188	$39,601,055	$33,681,494	$26,500,826	$24,495,299	$25,621,016	$31,370,295	$45,107,476	$30,911,776	$37,416,269	$40,572,966
Ala.	5,219,676	645,212	861,270	597,158	564,267	406,277	345,579	300,826	261,346	316,496	257,819	361,621	301,805
Alaska	207,244							(4)	24,813	54,072	43,655	51,718	32,986
Ariz.	1,754,029	159,796	192,623	167,516	160,618	133,431	130,567	[3] 127,141	[3] 132,431	[3] 154,639	[3] 136,668	[3] 135,340	[3] 123,259
Ark.	901,363							16,326	142,086	199,184	169,644	196,068	178,055
Calif.	32,073,752	2,303,115	2,265,012	2,403,717	1,900,314	1,956,916	2,842,664	2,338,568	2,439,336	3,999,090	3,196,928	2,997,851	3,430,241
Colo.	1,949,632							48,610	297,126	452,796	381,913	396,705	372,482
Conn.	5,977,413	1,333,200	999,410	631,657	378,169	404,808	413,999	(4)	(4)	567,185	380,814	427,607	440,564
Del.	382,918							21,033	94,632	93,707	61,086	53,062	59,393
D. C.	1,601,979	135,436	143,652	131,880	130,545	122,370	149,193	149,049	151,725	173,092	120,099	101,165	93,773
Fla.	680,695							0	81,639	146,491	119,699	139,114	193,752
Ga.	1,429,357							[3] 19,895	[3] 178,851	[3] 321,288	[3] 286,729	[3] 317,346	[3] 305,248
Hawaii	91,519							5	[3] 5,715	[3] 13,264	[3] 18,872	[3] 25,706	[3] 27,957
Idaho	461,712			301	53,276	99,510	213,042	(4)	(4)	(4)	(4)	(4)	[3] 95,583
Ill.[5]													
Ind.	18,440,633	2,232,649	2,557,903	2,436,524	2,474,067	1,731,662	1,384,392	[3] 1,352,493	[3] 1,235,205	[3] 971,942	[3] 638,009	[3] 655,011	770,776
Iowa	5,898,116	40,189	413,198	574,704	490,502	445,547	509,917	720,440	752,227	750,141	442,972	342,940	415,339
Kans.	1,355,492							[3] 40,768	[3] 296,903	[3] 382,056	[3] 253,270	[3] 209,188	[3] 173,307
Ky.	2,965,376							2,190	286,180	640,216	702,652	769,852	564,286
La.	4,768,006	119,978	174,374	320,614	292,279	327,682	372,834	458,469	585,763	584,507	458,007	580,084	493,415
Maine	3,124,770	281,871	279,134	176,140	202,848	231,591	304,055	285,333	298,090	300,766	258,328	282,451	224,163
Md.	5,127,239	(4)	752,427	543,797	421,979	424,075	425,566	496,502	468,170	424,324	324,970	425,913	419,516
Mass.	24,487,912	2,925,859	3,672,805	2,412,000	1,898,166	1,684,693	1,786,849	1,511,803	1,618,576	1,875,674	1,519,398	1,580,714	2,001,375
Mich.	55,436,304	0	7,697,777	11,686,393	9,957,923	6,404,694	4,160,519	[3] 3,661,088	[3] 2,584,560	[3] 2,614,169	[3] 1,774,230	[3] 2,084,660	[3] 2,810,291
Minn.	7,969,069	758,842	647,268	488,123	458,131	400,356	450,410	787,178	796,941	1,312,249	812,156	602,114	455,301
Miss.	1,951,578	236,838	207,936	183,251	138,893	150,758	159,754	189,135	181,727	184,487	102,519	110,072	106,208
Mo.	2,506,781							14,596	386,650	681,778	455,956	475,020	492,781
Mont.[5]													
Nebr.	861,512							[3] 32,470	[3] 221,469	[3] 240,996	[3] 165,164	[3] 117,251	84,162
Nev.	388,600							(4)	63,437	79,885	77,504	90,939	76,835
N. H.	1,662,652	250,741	200,726	133,909	89,781	93,619	135,003	105,217	99,671	122,552	118,860	142,250	170,323
N. J.	8,810,003							261,321	1,613,490	2,362,148	1,655,114	1,472,344	1,445,586
N. Mex.	616,573						8,969	[3] 65,192	[3] 106,822	[3] 152,749	[3] 109,356	[3] 85,099	[3] 88,386
N. Y.	87,267,063	10,234,654	10,988,974	6,699,021	5,689,158	4,502,669	3,871,251	[3] 4,605,394	[3] 6,505,911	[3] 11,658,327	[3] 4,497,720	[3] 7,882,801	[3] 10,131,183
N. C.	1,051,781	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	244,058	380,108	427,615

N. Dak	350,945							10,472	66,292	92,829	68,187	72,773	40,392
Ohio	11,652,407							4,981	1,427,706	2,570,323	2,361,392	2,586,852	2,701,153
Okla	2,606,056						71,213	[3] 364,590	[3] 496,020	[3] 590,227	[3] 440,676	[3] 346,766	[3] 296,564
Oreg	4,341,667	425,172	371,607	259,785	191,693	277,575	346,371	472,630	481,467	572,497	390,277	284,077	268,516
Pa	64,838,991	7,882,202	7,831,873	5,947,891	5,095,932	4,003,685	3,584,677	4,915,800	2,855,654	4,835,869	4,745,335	6,891,327	6,248,746
R. I	5,125,946	612,633	569,881	443,489	376,341	269,575	245,362	[3] 300,029	[3] 391,658	[3] 372,389	[3] 413,763	[3] 529,107	[3] 601,719
S. C	1,088,886	0	12,668	85,015	92,021	84,888	90,231	132,153	90,559	144,489	127,008	118,997	110,857
S. Dak	268,634							434	57,049	86,511	58,940	37,239	28,461
Tenn	4,731,808	540,334	665,401	460,264	344,789	283,441	330,631	361,645	313,148	365,622	270,811	360,756	434,966
Tex	9,750,915	868,308	952,387	897,331	818,780	832,796	968,563	[4]	912,387	1,098,864	704,823	893,994	802,682
Utah	1,882,980	280,250	217,426	131,159	96,356	80,361	96,540	[3] [6] 159,833	[3] [6] 203,995	[3] [6] 193,374	[3] [6] 147,977	[3] [6] 152,604	[3] [6] 123,105
Vt	571,843	53,739	45,697	39,435	31,588	30,633	37,276	53,889	61,186	72,702	57,332	50,855	37,511
Va	4,921,252	623,810	599,886	366,884	302,786	278,344	321,485	350,192	359,010	444,470	347,339	444,564	482,482
Wash	3,294,199							[3] 104,802	[3] 830,594	[3] 863,487	[3] 575,213	[3] 529,949	[3] 390,154
W. Va	5,456,325	1,024,002	781,157	503,952	385,346	309,001	280,165	[3] 283,404	376,443	480,814	80,160	278,407	673,474
Wis	5,820,644	684,527	748,716	879,145	644,946	529,869	458,222	473,931	368,002	330,361	227,175	235,773	239,977
Wyo	658,770							21,189	167,633	162,378	111,199	110,115	86,256

[1] Unadjusted for returned or voided benefit checks. Irregular payments included by most States, July–December 1938; excluded, January–June 1939, unless otherwise noted. See table C–13 for month and year benefits first payable in each State.

[2] For definition of types of unemployment see p. 236.

[3] Includes irregular payments.

[4] Data not reported.

[5] Benefits not payable until July 1939.

[6] Includes benefit payments for part-total unemployment.

TABLE C–18.—*Unemployment compensation: Amount of benefit payments [1] for partial unemployment,[2] by States and by months, fiscal year 1938–39*

[Data reported by State agencies, corrected to Sept. 22, 1939]

State	Total	July	August	September	October	November	December	January	February	March	April	May	June
Total for States reporting	$17,440,132	$1,902,420	$1,733,287	$1,378,305	$1,103,302	$945,219	$1,033,879	$1,062,977	$1,243,048	$1,920,323	$1,554,338	$1,595,780	$1,967,254
Alabama	1,187,784	133,090	157,985	118,001	123,824	111,356	99,524	106,535	59,964	71,111	70,350	76,598	59,446
Alaska	6,888							(4)	457	1,233	1,526	2,139	1,533
Arizona	30,311	0	0	0	0	0	0	[3] 8,790	[3] 3,696	[3] 4,240	[3] 4,877	[3] 4,566	[3] 4,142
Arkansas	56,142							262	5,323	17,602	13,222	11,058	8,675
California	1,258,525	26,442	17,501	24,704	12,819	7,478	20,205	189,187	210,192	218,053	159,846	160,541	211,557
Colorado	169,892							1,197	18,966	35,696	34,183	38,061	41,789
Connecticut	659,744	170,742	148,922	95,820	49,844	35,839	42,250	(4)	(4)	29,378	18,020	23,555	45,374
Delaware	14,503							198	2,534	3,717	2,683	2,977	2,394
Dist. of Columbia	95,264	8,583	8,457	8,252	8,496	7,333	8,372	8,218	6,786	9,110	8,024	7,610	6,023
Florida	37,594							0	3,328	9,313	6,703	7,057	11,193
Georgia	69,908							[3] 503	[3] 6,036	[3] 19,143	[3] 12,818	[3] 15,362	[3] 16,046
Hawaii	3,055							0	[3] 166	[3] 293	[3] 430	[3] 799	[3] 1,367
Idaho	21,786			0	21	98	114	(4)	(4)	(4)	(4)	(4)	[3] 21,553
Illinois [5]													
Indiana	2,268,058	296,142	283,127	265,098	255,335	202,553	177,056	[3] 135,398	[3] 129,004	[3] 130,978	[3] 111,016	[3] 133,933	148,418
Iowa	370,214	0	0	21,018	18,076	20,293	22,857	82,014	49,827	57,516	39,785	28,361	30,467
Kansas	163,730							[3] 1,239	[3] 25,818	[3] 46,738	[3] 38,852	[3] 27,450	[3] 23,633
Kentucky [5]	21,908							9	1,696	4,963	6,028	5,442	3,770
Louisiana	1,166,896	332,155	209,433	175,442	74,661	54,393	52,800	50,220	51,068	48,616	37,214	42,035	38,859
Maine	742,753	93,668	80,166	51,291	52,800	63,175	119,784	66,426	49,622	50,100	30,047	37,490	48,184
Maryland	706,004	(4)	146,498	80,687	66,334	64,643	57,416	36,393	49,673	43,829	36,200	60,928	63,403
Massachusetts [5]													
Michigan [5]	1,045,604							0	[3] 68,992	[3] 268,046	[3] 150,098	[3] 193,657	[3] 364,811
Minnesota	336,897	0	0	0	28,302	14,927	60,384	37,405	28,067	63,330	43,267	35,140	26,075
Mississippi [5]	7,159							1,179	1,289	1,492	1,670	779	750
Missouri	159,796							0	15,934	34,608	27,480	35,306	46,468
Montana [5]													
Nebraska [5]	1,199											0	1,199
Nevada	25,545							(4)	3,269	7,516	4,603	5,599	4,558
New Hampshire	285,757	39,573	28,768	19,884	18,919	26,444	37,349	32,239	15,245	14,075	12,228	15,716	25,317
New Jersey [5]													
New Mexico	35,402						241	[3] 2,054	[3] 4,001	[3] 7,734	[3] 6,341	[3] 5,577	[3] 9,454
New York [5]													

North Carolina	69,005	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	15,240	28,681	25,084
North Dakota	24,264							417	2,704	5,610	4,540	6,751	4,242
Ohio	634,191							0	38,105	114,186	133,961	150,441	197,498
Oklahoma	214,940						18	[3] 22,247	[3] 35,577	[3] 48,776	[3] 40,275	[3] 33,877	[3] 34,170
Oregon	468,230	51,005	43,857	33,331	21,104	27,545	31,559	32,927	37,825	52,028	67,416	32,360	37,273
Pennsylvania [6]													
Rhode Island	620,479	117,331	71,473	68,554	49,134	37,517	31,987	[3] 38,331	[3] 30,781	[3] 43,717	[3] 33,998	[3] 43,984	[3] 53,672
South Carolina	693,590	6	22,516	54,934	59,633	46,326	46,956	53,822	61,052	93,070	90,886	86,334	78,055
South Dakota	20,667							0	2,255	5,939	5,502	3,921	3,050
Tennessee	327,693	26,584	42,724	32,742	18,172	13,563	14,757	32,701	23,145	24,408	23,618	24,334	50,945
Texas	688,988	49,857	51,914	51,176	49,086	48,762	57,975	(4)	52,136	78,996	74,848	90,681	83,557
Utah	56,964	9,950	10,016	5,308	1,419	1,805	2,240	[3 7] 3,533	[3 7] 4,724	[3 7] 6,510	[3 7] 5,112	[3 7] 3,627	[3 7] 2,720
Vermont	67,804	8,121	6,577	6,000	6,062	5,659	5,681	5,189	4,184	5,225	4,891	5,735	4,480
Virginia	694,571	227,365	154,066	60,720	40,981	32,018	22,388	17,736	29,194	31,225	24,455	23,448	30,975
Washington	341,038							[3] 1,871	[3] 48,305	[3] 112,019	[3] 87,475	[3] 46,082	[3] 45,286
West Virginia	971,261	268,800	220,843	135,737	88,691	54,958	50,774	[3] 57,090	32,775	44,912	16,169	394	118
Wisconsin	507,123	43,006	28,444	69,606	59,589	68,534	71,192	37,281	19,389	32,709	30,169	24,649	22,555
Wyoming	91,006							366	9,944	22,563	18,272	12,745	27,116

[1] Unadjusted for returned or voided benefit checks. Irregular payments included by most States, July–December 1938; excluded, January–June 1939, unless otherwise noted. See table C–13 for month and year benefits first payable in each State.

[2] For definitions of types of unemployment, see p. 236.

[3] Includes irregular payments.

[4] Data not reported.

[5] Benefits not payable until July 1939.

[6] Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, New Jersey, New York, and Pennsylvania. None of the above, except Mississippi, provides for payments of less than the full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment is not effective until January 1940. Provision for payment of benefits for partial unemployment in Michigan became effective January 1939; in Nebraska, May 1939.

[7] Payments for part-total unemployment included with payments for total unemployment. (See table C–17.)

TABLE C–19.—*Unemployment compensation: Average benefit and percentage distribution of number of benefits for total unemployment,[1] by amount of benefit check and by States, April–June 1939*

[Data reported by State agencies, corrected to Sept. 12, 1939]

State	Average weekly benefit	Percentage distribution of number of benefits in amounts of—								
		Less than $2.00	$2.00 to $3.99	$4.00 to $5.99	$6.00 to $7.99	$8.00 to $9.99	$10.00 to $11.99	$12.00 to $13.99	$14.00 to $15.99	$16.00 and over
Total	$10.13	0.4	2.5	10.1	19.3	16.3	13.5	10.9	23.8	3.2
Alabama	7.21	1.7	10.1	24.5	29.4	13.3	8.4	4.5	8.1	------
Alaska	[2] 15.13	------	------	1.3	3.0	3.8	4.2	3.1	4.3	80.3
Arizona	11.20	------	.6	3.2	12.2	14.2	18.4	15.5	35.9	------
Arkansas	7.14	.7	15.4	29.1	20.6	10.9	7.3	7.4	8.6	------
California	10.92	------	------	------	23.6	18.6	15.9	12.1	29.8	------
Colorado	10.99	.1	.6	8.4	12.8	13.1	13.3	15.1	36.6	------
Connecticut	9.85	.4	1.4	2.7	28.2	19.7	15.4	11.2	21.0	------
Delaware	8.15	------	------	32.2	20.0	14.9	11.3	7.3	14.3	------
District of Columbia	8.46	.4	6.3	21.2	24.2	16.4	9.9	5.8	15.8	------
Florida	7.77	2.5	7.1	33.9	19.1	11.4	7.3	5.3	13.4	------
Georgia	6.17	3.5	11.0	42.4	20.1	9.4	5.3	2.9	5.4	------
Hawaii	8.93	------	------	17.6	23.5	22.7	17.7	7.2	11.3	------
Idaho	[3] 9.76	1.0	2.4	11.4	12.6	10.3	12.3	14.7	35.1	.2
Illinois [4]	------	------	------	------	------	------	------	------	------	------
Indiana	11.10	------	.2	3.1	10.5	16.6	16.4	14.2	39.0	------
Iowa	9.12	1.2	2.0	20.5	17.0	15.0	14.2	10.2	19.9	------
Kansas	10.58	.2	1.2	10.1	12.0	13.8	12.5	11.9	38.3	------
Kentucky	8.62	------	------	29.0	21.3	17.3	12.4	8.1	11.9	------
Louisiana	8.30	.3	.6	35.8	21.9	13.9	8.4	5.2	3.9	10.0
Maine	7.37	.2	11.4	24.2	22.6	18.2	9.9	5.7	7.8	------
Maryland	9.22	------	------	18.1	21.5	19.2	13.8	10.0	17.4	------
Massachusetts	10.09	------	------	9.1	16.9	22.2	15.9	10.4	25.5	------
Michigan	13.07	[5]	[5]	.4	7.9	9.6	11.4	13.3	14.1	43.3
Minnesota	12.18	[5]	.3	2.5	26.4	18.8	14.5	13.1	24.4	------
Mississippi	5.89	6.0	22.8	32.3	18.3	7.6	4.0	3.0	6.0	------
Missouri	8.49	1.4	3.5	21.5	20.3	17.0	11.7	8.2	16.4	------
Montana [4]	------	------	------	------	------	------	------	------	------	------
Nebraska	8.70	------	2.8	17.6	18.7	19.1	13.6	11.1	17.1	------
Nevada	12.74	.4	.8	1.4	5.6	8.5	12.7	14.3	56.3	------
New Hampshire	8.81	------	.1	14.0	24.7	23.5	15.6	8.9	13.2	------
New Jersey	9.62	------	------	18.2	17.6	15.6	12.6	9.8	26.2	------
New Mexico	9.90	------	1.7	16.2	17.7	16.0	12.2	8.9	27.3	------
New York	[6]	------	------	------	21.9	17.3	15.0	12.2	33.6	------
North Carolina	5.88	5.0	26.4	29.3	20.0	9.2	4.6	2.2	3.3	------
North Dakota	9.36	.1	.5	11.2	17.8	18.7	18.2	12.1	21.4	------
Ohio	10.21	.2	2.4	8.9	17.7	18.6	17.4	13.1	21.7	------
Oklahoma	10.21	.7	2.7	3.6	5.5	32.7	11.8	10.8	32.2	------
Oregon	11.72	.3	.2	.5	12.0	12.7	13.4	16.1	44.8	------
Pennsylvania	11.91	------	------	------	18.9	12.0	13.0	15.9	40.2	------
Rhode Island	9.98	.6	2.5	2.6	21.9	22.6	19.3	10.3	10.2	10.0
South Carolina	6.31	.2	3.2	51.1	27.8	7.9	4.4	2.0	3.4	------
South Dakota	9.45	.2	1.1	15.4	18.2	20.0	14.8	10.7	19.6	------
Tennessee	7.17	1.8	7.6	31.4	24.7	14.9	7.1	4.1	8.4	------
Texas [7]	------	------	------	------	------	------	------	------	------	------
Utah [8]	10.13	1.4	4.4	5.8	20.2	13.4	11.7	12.8	30.3	------
Vermont	9.38	.9	1.8	11.6	19.3	27.6	14.7	10.9	13.2	------
Virginia	7.65	------	15.6	21.3	26.1	13.1	7.4	6.0	10.5	------
Washington	10.72	[5]	1.6	4.7	20.1	15.7	10.9	15.9	31.1	------
West Virginia	7.82	------	12.7	22.1	18.4	15.9	12.3	7.3	11.3	------
Wisconsin [8]	9.35	.2	1.8	5.7	13.5	21.1	24.7	11.8	21.2	------
Wyoming	14.01	.1	.2	2.4	9.1	7.2	7.9	13.7	11.4	48.0

[1] For definitions of types of unemployment see p. 236.
[2] Based on May and June data only.
[3] Based on June data only.
[4] Benefits not payable until July 1939.
[5] Less than 0.1 percent.
[6] Comparable data not available.
[7] Data not comparable; payments cover biweekly period.
[8] Benefits for part-total unemployment included with benefits for total unemployment.

TABLE C–20.—*Unemployment compensation: Average benefit and percentage distribution of number of benefits for partial unemployment,*[1] *by amount of benefit check and by States, April–June 1939*

[Data reported by State agencies, corrected to Sept. 12, 1939]

State	Average weekly benefit	Percentage distribution of number of benefits in amounts of—								
		Less than $2.00	$2.00 to $3.99	$4.00 to $5.99	$6.00 to $7.99	$8.00 to $9.99	$10.00 to $11.99	$12.00 to $13.99	$14.00 to $15.99	$16.00 and over
Total	$5.44	11.1	25.2	24.4	17.1	11.1	6.2	3.4	1.3	0.2
Alabama	5.87	10.5	21.7	23.4	21.9	11.3	5.3	2.3	3.5	.1
Alaska	[2] 8.71	5.3	12.0	10.0	16.6	12.7	14.0	14.7	14.7	-------
Arizona	6.96	.3	15.6	17.5	20.1	20.7	10.9	10.1	4.8	-------
Arkansas	4.10	22.4	32.7	24.0	10.5	5.6	3.0	1.2	.6	-------
California	5.61	10.2	22.8	26.5	17.0	11.7	7.5	3.5	.8	-------
Colorado	7.33	6.7	15.3	19.7	18.0	16.0	12.4	9.8	2.1	-------
Connecticut	6.08	-------	29.0	24.8	23.1	12.2	6.5	3.1	1.3	-------
Delaware	5.19	5.8	29.6	30.3	12.9	11.9	6.5	2.7	.3	-------
District of Columbia	5.89	9.7	19.4	24.1	18.3	13.6	8.1	4.9	1.7	.2
Florida	5.54	.2	35.4	30.2	14.9	8.6	6.5	3.4	.8	-------
Georgia	3.61	29.0	36.8	19.4	8.6	3.5	2.0	.7	-------	-------
Hawaii	5.11	5.3	31.6	29.3	19.5	9.8	2.3	1.5	.7	-------
Idaho	[3] 7.75	6.7	10.2	14.0	17.5	15.0	13.7	13.4	8.0	1.5
Illinois [4]										
Indiana	5.41	9.5	24.4	21.6	18.2	14.3	7.9	3.4	.7	-------
Iowa	5.88	4.7	28.2	25.1	17.5	13.2	7.0	3.9	.4	-------
Kansas	5.63	15.2	19.6	19.3	15.5	14.0	10.0	4.7	1.7	-------
Kentucky [1]	6.97	5.2	17.6	22.4	18.9	17.0	10.4	6.1	2.4	-------
Louisiana	6.31	.4	23.2	33.1	17.1	11.7	6.3	4.8	2.2	1.2
Maine	5.50	-------	28.7	33.0	19.6	10.9	5.2	2.2	.4	-------
Maryland	6.22	.4	28.7	27.4	19.1	11.6	7.0	2.8	1.5	1.5
Massachusetts [1]										
Michigan [5]										
Minnesota	6.07	14.2	19.2	25.5	17.0	12.1	8.2	3.3	.5	-------
Mississippi [1]	3.92	34.3	26.4	15.7	10.7	5.6	3.4	2.8	1.1	-------
Missouri	5.47	14.3	25.4	21.1	15.5	12.3	7.0	3.0	1.4	-------
Montana [4]										
Nebraska [6]	6.67	-------	3.7	37.1	25.9	18.5	11.1	3.7	-------	-------
Nevada	10.16	-------	-------	7.7	13.8	17.7	24.1	21.6	15.1	-------
New Hampshire	5.57	10.4	21.3	24.6	17.1	12.6	7.8	4.3	1.5	.4
New Jersey [1]										
New Mexico	6.79	6.6	18.0	19.7	20.1	13.7	12.7	7.3	1.9	-------
New York [1]										
North Carolina	4.12	27.4	33.0	19.6	9.1	4.9	3.1	1.8	1.1	-------
North Dakota	7.63	-------	1.0	22.8	27.4	21.1	14.9	9.4	3.4	-------
Ohio	5.19	10.9	28.7	22.8	19.3	13.1	2.4	2.8	-------	-------
Oklahoma	6.74	8.2	15.7	20.8	21.7	12.4	10.4	7.7	3.1	-------
Oregon	6.66	6.1	18.0	23.2	18.8	15.6	11.1	5.9	1.3	-------
Pennsylvania [1]										
Rhode Island	4.55	18.5	32.9	21.6	13.8	7.0	3.9	1.9	.4	-------
South Carolina	4.04	25.9	20.5	32.9	14.8	3.7	1.5	.4	.3	-------
South Dakota	5.85	9.8	20.3	26.2	16.3	13.4	9.4	4.2	.4	-------
Tennessee	4.97	7.1	38.5	27.6	12.0	6.2	3.0	1.6	4.0	-------
Texas [7]										
Utah [8]	8.34	7.1	18.0	15.7	10.7	10.7	3.8	4.4	29.6	-------
Vermont	4.92	12.5	32.0	25.5	14.2	9.2	4.0	1.6	1.0	-------
Virginia	4.57	10.6	41.1	25.1	11.6	5.8	3.6	2.0	.2	-------
Washington	4.79	12.3	20.9	23.6	16.2	14.5	8.3	3.6	.6	-------
West Virginia	5.71	-------	32.1	22.1	23.0	11.0	10.3	1.2	.3	-------
Wisconsin [6]	5.00	8.0	39.7	16.7	18.3	5.6	8.2	1.0	2.5	-------
Wyoming	10.54	.7	3.1	14.4	21.8	17.0	8.8	16.9	11.1	6.2

[1] For definitions of types of unemployment see p. 236. Includes payments for part-total unemployment, except where otherwise noted. Payments for partial unemployment are not provided by State law in Massachusetts, Mississippi, New Jersey, New York, and Pennsylvania. None of the above, except Mississippi, provides for payments of less than the full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment is not effective until January 1940.

[2] Based on May and June data only.

[3] Based on June data only.

[4] Benefits not payable until July 1939.

[5] Data not comparable; benefit payments for partial unemployment made on monthly basis.

[6] Benefits for partial unemployment first payable June 1939.

[7] Data not comparable; payments cover biweekly period.

[8] Benefits for part-total unemployment included with payments for total unemployment (see table C–19).

TABLE C–21.—*Unemployment compensation: State unemployment compensation funds available for benefits, collections and interest, and benefits charged, by States, fiscal year 1938–39*

[Data reported by State agencies, corrected to Sept. 15, 1939]

[In thousands]

State	Month and year benefits first payable	Funds available for benefits June 30, 1938	Collections and interest, fiscal year 1938–39			Benefits charged, fiscal year 1938–39	Funds available for benefits June 30, 1939	Ratio of total benefits charged to cumulative collections and interest [2] (percent)
			Total	Collections [1]	Interest			
Total		$914,265	$829,845	$803,006	$26,839	$444,236	$1,299,874	[3] 35.4
States collecting quarterly, total		786,994	725,123	701,902	23,221	394,933	1,117,184	[3] 36.2
Alabama	January 1938	7,793	8,125	7,936	189	6,404	9,514	52.2
Alaska	January 1939	513	554	535	19	225	842	21.1
Arizona	January 1938	1,841	2,186	2,140	46	1,779	2,248	54.9
Arkansas	January 1939	3,708	3,427	3,303	124	1,000	6,135	14.0
California	January 1938	83,360	77,978	75,391	2,587	34,096	127,242	25.7
Colorado	January 1939	6,461	5,165	4,954	211	2,159	9,467	18.6
Connecticut	January 1938	13,421	16,084	15,677	407	7,762	21,743	41.3
Delaware	January 1939	2,838	2,333	2,238	95	398	4,773	7.7
Florida	do	7,121	6,352	6,109	243	775	12,698	5.8
Idaho	September 1938	2,551	2,030	1,962	68	2,169	2,412	47.3
Illinois	July 1939	85,036	69,139	66,162	2,977		154,175	
Indiana	April 1938	27,727	20,226	19,624	602	20,691	27,262	45.4
Iowa	July 1938	9,966	8,361	8,097	264	6,276	12,051	34.2
Kansas	January 1939	7,209	5,939	5,695	244	1,519	11,629	11.6
Kentucky	do	13,582	11,392	10,940	452	3,004	21,970	12.0
Maine	January 1938	2,460	3,992	3,935	57	3,896	2,556	71.7
Maryland	do	8,084	11,749	11,523	226	7,738	12,095	52.7
Massachusetts	do	46,349	39,085	37,800	1,285	24,469	60,965	37.9
Michigan	July 1938	63,293	37,645	36,563	1,082	56,461	44,477	55.9
Minnesota	January 1938	12,276	14,481	14,119	362	8,533	18,224	42.4
Mississippi	April 1938	3,169	2,218	2,143	75	1,958	3,429	40.1
Missouri	January 1939	24,501	20,009	19,170	839	2,665	41,845	6.0
Montana	July 1939	3,427	2,797	2,682	115		6,224	
Nebraska	January 1939	5,045	4,153	3,985	168	862	8,336	9.4
Nevada	do	1,049	971	936	35	422	1,598	20.9
New Jersey	do	44,692	45,551	43,977	1,574	8,824	81,419	9.8
New Mexico	December 1938	1,765	1,475	1,418	57	646	2,594	19.9

New York	January 1938	107,132	122,522	119,280	3,242	85,677	143,977	47.9
Ohio	January 1939	72,132	54,743	52,402	2,341	12,486	114,389	9.8
Oklahoma	December 1938	9,853	5,917	5,620	297	2,820	12,950	17.9
Pennsylvania	January 1938	67,884	77,248	75,532	1,716	66,180	78,952	56.7
Rhode Island	do	5,481	7,848	7,691	157	5,673	7,656	61.3
South Dakota	January 1939	1,390	1,192	1,145	47	290	2,292	11.2
Tennessee	January 1938	7,239	8,696	8,487	209	5,074	10,861	43.7
Utah	do	1,873	2,680	2,626	54	1,938	2,615	57.0
Virginia	do	9,409	10,187	9,913	274	5,672	13,924	37.3
Washington	January 1939	13,693	9,209	8,782	427	3,633	19,269	15.9
Wyoming	do	1,671	1,464	1,410	54	759	2,376	24.2
States collecting monthly, total		127,271	104,722	101,104	3,618	49,303	182,690	30.8
District of Columbia	January 1938	8,331	7,017	6,757	260	1,714	13,634	15.6
Georgia	January 1939	11,370	8,837	8,479	358	1,499	18,708	7.4
Hawaii	do	2,257	1,886	1,808	78	95	4,048	2.3
Louisiana	January 1938	10,651	9,844	9,551	293	6,033	14,462	34.2
New Hampshire	do	3,932	2,829	2,734	95	1,947	4,814	42.8
North Carolina	do	9,402	10,943	10,691	252	6,176	14,169	43.6
North Dakota	January 1939	1,309	1,148	1,105	43	376	2,081	15.3
Oregon	January 1938	4,882	6,574	6,439	135	4,812	6,644	56.6
South Carolina	July 1938	6,267	4,610	4,424	186	1,782	9,095	16.4
Texas	January 1938	26,998	23,520	22,733	787	11,532	38,986	28.1
Vermont	do	1,555	1,551	1,506	45	639	2,467	32.4
West Virginia	do	6,655	9,622	9,467	155	6,437	9,840	59.4
Wisconsin	July 1936	33,662	16,341	15,410	931	6,261	43,742	23.6

[1] Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent are collected in all States except the District of Columbia, Michigan, and New York, in which the rate is 3 percent. Employee contributions of 1 percent are collected in Alabama, California, Kentucky, and New Jersey; of 0.5 percent in Louisiana; and of 1.5 percent in Rhode Island. Employee contributions in Massachusetts were suspended for the period July 1, 1938–June 30, 1939.

[2] The percentages in this column relate the total benefits charged since the date benefits were first payable to all collections and interest credited since contributions were first payable.

[3] Excludes data for Illinois and Montana, which did not pay benefits until July 1939.

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PUBLIC ASSISTANCE

In addition to tabular material on the operation of public-assistance programs in States with plans approved by the Social Security Board, this appendix includes summary data on all types of public aid in the continental United States by 6-month periods, July 1935 through June 1939, and for all programs by States for the first half of 1939. The summary data on all public-assistance and Federal work programs (tables D–1—D–4) have been revised since the publication of the Third Annual Report to include the most recent data available and other programs for which data were not available last year—the transient program under the emergency relief administrations; general relief administered by local poor-law officials during the FERA period; and earnings of persons certified as in need of relief and of all other persons employed on work and construction projects financed in whole or in part from Federal funds.

The composite number of *recipients of all public assistance and earnings under Federal work programs* (table D–2) is expressed in terms of "households." A household, as used here, may comprise one or more families, or a family and an individual, or one or more individuals living together. The household unit has been used because the number of recipients under the several programs cannot be totaled since (1) the units of count vary among the programs; (2) some persons receive more than one type of public assistance and are counted under two or more programs; and (3) the counts under the several programs vary as to the time interval covered.

Recipients of special types of public assistance include recipients in States receiving Federal funds under titles I, IV, and X of the Social Security Act and also recipients of similar types of assistance in States not administering such aid under the act. In *old-age assistance* and *aid to the blind*, the recipient is the individual whose application for either type of assistance has been approved formally. This unit of count sometimes represents two or more eligible individuals in the same household. In *aid to dependent children*, two units of count are used—the family and the number of children for whom aid has been approved. The number of children aided may be less than the total number of children in families which receive aid.

For *general relief*, the unit of count is the case—either a family or an individual living alone—treated by the relief agency as a separate entity.

For *special programs of the Federal Emergency Relief Administration*, the unit of count is the individual under the student aid, emergency education, and transient programs; under the rural rehabilitation program, the unit is the case.

For *emergency grants made by the Farm Security Administration*, the unit is the grant voucher certified.

For *persons employed under Federal work programs*, the Civilian Conservation Corps figures represent enrollees; for Works Progress Administration, National Youth Administration, and other Federal work and construction projects, the unit of count is the individual employee.

TABLE D–1.—*Public assistance and Federal work programs: Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by programs and by 6-month periods, July 1935–June 1939* [1]

Program	Fiscal year 1935–36		Fiscal year 1936–37		Fiscal year 1937–38		Fiscal year 1938–39	
	July–December 1935	January–June 1936	July–December 1936	January–June 1937	July–December 1937	January–June 1938	July–December 1938	January–June 1939
	Amount (in thousands)							
All public assistance and earnings of persons employed under Federal work programs	$1,315,030	$1,606,981	$1,651,373	$1,534,470	$1,334,898	$1,597,895	$1,887,866	$1,866,074
I. Public assistance:								
A. Special types [2]	61,080	82,019	135,496	181,196	216,671	247,004	262,105	278,149
1. Old-age assistance	35,861	52,762	102,477	141,305	169,137	191,037	201,483	211,926
2. Aid to dependent children	21,139	23,237	26,226	32,323	38,931	46,556	50,882	56,144
3. Aid to the blind	4,080	6,020	6,793	7,568	8,603	9,411	9,740	10,079
B. General relief [3]	580,302	248,780	190,235	211,684	195,184	256,124	219,938	252,095
C. Special programs of the Federal Emergency Relief Administration [4]	29,702	2,688	1,185	467				
D. Subsistence payments certified by the Farm Security Administration [5]	2,541	12,802	7,563	26,959	8,935	13,502	9,098	12,421
II. Earnings of persons employed under Federal work programs [6]	641,404	1,260,692	1,316,894	1,114,164	914,108	1,081,265	1,396,725	1,323,409
A. Civilian Conservation Corps [7]	193,360	153,279	139,112	131,504	114,252	111,084	119,082	113,477
B. Works Progress Administration: [8]								
1. Projects operated by the Works Progress Administration	238,018	816,900	775,139	680,174	506,092	731,248	991,029	883,960
2. Projects operated by other Federal agencies							28,554	34,929
C. National Youth Administration: [9]								
1. Student aid	6,364	16,781	9,120	18,491	5,796	12,576	7,022	14,093
2. Work projects		12,249	16,634	18,775	13,889	17,405	24,155	25,847
D. Other Federal work and construction projects [10]	203,662	261,483	376,889	265,220	274,079	208,952	226,883	246,103

See footnotes at end of table.

TABLE D-1.—*Public assistance and Federal work programs: Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by programs and by 6-month periods, July 1935–June 1939* [1]—Continued

Program	Fiscal year 1935-36		Fiscal year 1936-37		Fiscal year 1937-38		Fiscal year 1938-39	
	July–December 1935	January–June 1936	July–December 1936	January–June 1937	July–December 1937	January–June 1938	July–December 1938	January–June 1939
	Percentage distribution							
All public assistance and earnings of persons employed under Federal work programs	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
I. Public assistance:								
A. Special types: [2]								
1. Old-age assistance	2.7	3.3	6.2	9.2	12.7	12.0	10.7	11.4
2. Aid to dependent children	1.6	1.4	1.6	2.1	2.9	2.9	2.7	3.0
3. Aid to the blind	.3	.4	.4	.5	.7	.6	.5	.5
B. General relief [3]	44.1	15.5	11.5	13.8	14.6	16.0	11.6	13.5
C. Special programs of the Federal Emergency Relief Administration [4]	2.3	.2	.1	(11)				
D. Subsistence payments certified by the Farm Security Administration [5]	.2	.8	.5	1.8	.7	.8	.5	.7
II. Earnings of persons employed under Federal work programs: [6]								
A. Civilian Conservation Corps [7]	14.7	9.5	8.4	8.6	8.6	6.9	6.3	6.3
B. Works Progress Administration: [8]								
1. Projects operated by the Works Progress Administration	18.1	50.8	46.9	44.3	37.9	45.8	52.5	47.4
2. Projects operated by other Federal agencies							1.5	1.9
C. National Youth Administration: [9]								
1. Student aid	.5	1.0	.6	1.2	.4	.8	.4	.7
2. Work projects		.8	1.0	1.2	1.0	1.1	1.3	1.4
D. Other Federal work and construction projects [10]	15.5	16.3	22.8	17.3	20.5	13.1	12.0	13.2

	Amount per inhabitant [12]							
All public assistance and earnings of persons employed under Federal work programs	$10.31	$12.52	$12.86	$11.87	$10.33	$12.36	$14.61	$14.44
I. Public assistance:								
A. Special types: [2]								
1. Old-age assistance	.28	.41	.80	1.09	1.31	1.48	1.56	1.64
2. Aid to dependent children	.17	.18	.20	.25	.30	.36	.39	.43
3. Aid to the blind	.03	.05	.05	.06	.07	.07	.08	.08
B. General relief [3]	4.55	1.94	1.48	1.64	1.51	1.98	1.70	1.95
C. Special programs of the Federal Emergency Relief Administration [4]	.23	.02	.01	(13)				
D. Subsistence payments certified by the Farm Security Administration [5]	.02	.10	.06	.21	.07	.10	.07	.10
II. Earnings of persons employed under Federal work programs: [6]								
A. Civilian Conservation Corps [7]	1.52	1.19	1.08	1.02	.88	.86	.92	.92
B. Works Progress Administration: [8]								
1. Projects operated by the Works Progress Administration	1.87	6.36	6.04	5.26	3.92	5.66	7.67	6.84
2. Projects operated by other Federal agencies							.22	.27
C. National Youth Administration: [9]								
1. Student aid	.05	.13	.07	.14	.04	.10	.05	.11
2. Work projects		.10	.13	.15	.11	.13	.19	.20
D. Other Federal work and construction projects [10]	1.60	2.04	2.93	2.05	2.12	1.62	1.76	1.90

[1] Figures exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. Figures are partly estimated and subject to revision. For information by months for January 1933–June 1939, see *Social Security Bulletin*, Vol. 2, No. 8 (August 1939).

[2] Figures for July 1935–January 1936 represent payments from State and local funds only. Figures for subsequent months represent payments to recipients from Federal, State, and local funds in States administering the 3 special types of public assistance under the Social Security Act, and from State and local funds only in States not participating under the act.

[3] Figures for July 1935–March 1937 from the WPA, Division of Statistics. Figures for 1935 include obligations incurred for direct relief, earnings of relief and nonrelief persons (other than of administrative employees) employed under the general relief program of the FERA, and the estimated amount of obligations incurred for relief extended to cases by local authorities from public funds under the poor laws.

[4] Figures from the WPA, Division of Statistics; include obligations incurred for relief extended to cases under the emergency education, student aid, rural rehabilitation, and transient programs of the emergency relief administrations largely financed from FERA funds.

[5] Figures from the FSA represent net amount of emergency grant vouchers certified to cases during each month of period.

[6] Figures include earnings of persons certified as in need of relief and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include earnings of enrolled persons only.

[7] Figures estimated by the CCC by multiplying average monthly number of persons enrolled by an average of $70 per month. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

[8] Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects financed from WPA funds and cover all pay-roll periods ended during each month of period.

[9] Figures from the WPA, Division of Statistics; represent earnings during all pay-roll periods ended during each month of period.

[10] Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds and cover all pay-roll periods ended during monthly period ended on 15th of specified month.

[11] Less than 0.1 percent.

[12] Based on population estimated by the U. S. Bureau of the Census as of July 1 of each year except 1938 and 1939, which are based on estimated population as of July 1, 1937.

[13] Less than 1 cent.

TABLE D–2.—*Public assistance and Federal work programs: Recipients of public assistance and persons employed under Federal work programs in the continental United States, first month of each calendar quarter, July 1935–June 1939* [1]

[In thousands]

Year and month	Estimated unduplicated number receiving public relief [2]		Recipients of special types of public assistance [3]				Cases receiving general relief [4]	Cases aided under special programs of the Federal Emergency Relief Administration [5]	Cases for which subsistence payments were certified by the Farm Security Administration [6]	Persons employed under Federal work programs [7]					
				Aid to dependent children						Civilian Conservation Corps [8]	Works Progress Administration [9]		National Youth Administration [10]		Other Federal work and construction projects [11]
	Households	Persons in these households	Old-age assistance	Families	Children	Aid to the blind					Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
1935															
July	6,180	21,817	302	110	275	34	4,663	458	----------	401	(12)	----------	----------	----------	444
October	5,836	20,000	347	112	280	35	3,995	169	----------	459	705	----------	184	----------	506
1936															
January	6,046	20,903	430	123	304	37	2,219	40	151	426	2,880	----------	306	17	460
April	5,953	20,377	571	144	350	42	1,828	15	108	322	2,626	----------	405	181	665
July	5,479	18,095	788	158	388	42	1,453	10	41	350	2,245	----------	(12)	165	878
October	5,968	19,187	973	154	379	44	1,396	9	88	330	2,548	----------	341	166	801
1937															
January	5,973	19,156	1,150	166	411	47	1,662	10	[13] 335	350	2,127	----------	417	185	544
April	5,878	18,366	1,296	183	450	49	1,550	----------	300	303	2,075	----------	442	192	512
July	4,885	14,817	1,392	196	482	50	1,257	----------	54	276	1,628	----------	0	150	586
October	4,838	14,162	1,503	215	533	54	1,270	----------	71	263	1,460	----------	244	123	499
1938															
January	5,771	17,505	1,600	234	578	57	1,893	----------	108	285	1,801	----------	310	146	334
April	6,578	20,355	1,662	252	622	60	1,815	----------	117	262	2,538	----------	334	159	391
July	6,638	20,688	1,708	260	640	63	1,612	----------	70	284	2,912	85	0	215	460
October	7,076	21,760	1,748	271	664	65	1,496	----------	79	291	3,192	90	322	220	377
1939															
January	7,135	21,744	1,792	288	702	67	1,772	----------	126	295	2,928	88	372	237	352
April	6,989	20,989	1,834	296	715	68	1,724	----------	114	285	2,676	110	383	228	392

[1] Figures exclude administrative employees and are partly estimated and subject to revision. For information by months for January 1933–June 1939, see *Social Security Bulletin*, Vol. 2, No. 8 (August 1939), pp. 42–43; for information by States for June 1939, see table D–4.

[2] Estimated by the WPA, Division of Statistics.

[3] Includes recipients of the 3 special types of public assistance in States administering these programs under the Social Security Act and recipients of similar types of assistance in States not participating under the act.

[4] Figures for July 1935–January 1937 from the WPA, Division of Statistics; represent the number aided during month.

[5] Figures from the WPA, Division of Statistics; include cases receiving relief during month under emergency education, student aid, rural rehabilitation, and transient programs of the emergency relief administrations largely financed from FERA funds.

[6] Figures from the FSA represent net number of emergency grant vouchers certified to cases during month. Ordinarily only 1 grant voucher per case is certified per month.

[7] Figures include persons certified as in need of relief and all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include enrolled persons only.

[8] Figures are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month except for the Indian Division, for which averages are computed from daily reports.

[9] Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects financed from WPA funds.

[10] Figures from the WPA, Division of Statistics; represent number of different persons employed during month.

[11] Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed on other work and construction projects financed in whole or in part from Federal funds during monthly period ended on 15th of specified month.

[12] Less than 500 persons

[13] For administrative reasons, some payments which would have been certified in December 1936 were not certified until January 1937.

TABLE D-3.—*Public assistance and Federal work programs: Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, January–June 1939* [1]

[In thousands]

State	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs					
		Special types of public assistance	General relief		Civilian Conservation Corps	Works Progress Administration		National Youth Administration		Other Federal work and construction projects
						Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total	$1,866,074	$278,149	$252,095	$12,421	$118,477	$883,960	[2] $34,929	$14,093	$25,847	[3] $246,103
Alabama	24,592	1,355	130	348	3,207	12,252	253	248	694	6,105
Arizona	8,987	1,616	241	267	1,108	2,974	255	63	90	2,373
Arkansas	17,523	841	110	221	3,227	10,075	432	140	514	1,963
California	121,249	30,305	23,449	477	4,139	41,072	2,957	791	895	17,164
Colorado	22,955	7,509	1,292	134	1,134	8,427	1,081	181	285	2,912
Connecticut	23,226	2,864	3,729	3	1,310	9,976	476	109	332	4,428
Delaware	2,717	264	258	3	209	973	84	16	30	881
District of Columbia	13,393	804	270		349	3,964	837	106	86	6,979
Florida	22,047	3,628	322	59	1,840	11,925	596	162	388	3,126
Georgia	23,516	2,232	240	250	3,575	12,623	806	309	562	2,919
Idaho	6,904	1,549	[4] 213	34	515	3,022	326	76	163	1,005
Illinois	134,439	16,877	26,398	44	6,359	72,756	749	803	1,482	8,970
Indiana	48,637	9,076	4,465	16	2,740	26,819	611	353	553	4,004
Iowa	24,146	6,683	3,230	7	1,645	8,809	145	267	267	3,092
Kansas	20,056	3,749	1,703	637	1,514	8,583	579	290	513	2,488
Kentucky	25,742	2,400	[4] 280	105	2,755	14,616	775	276	675	3,860
Louisiana	23,630	3,257	632	95	2,530	11,571	181	245	635	4,484
Maine	9,511	1,924	1,567	12	741	2,691	208	73	251	2,046
Maryland	15,532	3,392	1,447	7	1,181	4,270	1,342	138	141	3,614
Massachusetts	89,531	16,967	11,339	6	3,651	44,864	1,375	418	777	10,134
Michigan	78,832	10,820	9,924	48	3,832	46,143	592	549	839	6,085
Minnesota	46,049	9,856	6,929	261	3,030	21,966	546	331	659	2,471
Mississippi	16,492	874	24	162	2,613	8,596	216	170	494	3,343
Missouri	51,149	10,228	2,632	793	4,518	26,682	475	395	580	4,845
Montana	14,697	1,758	610	880	984	5,730	701	89	178	3,768
Nebraska	17,931	3,458	757	700	1,386	8,495	297	170	323	2,345

Nevada	2,537	364	51	[5]	160	671	35	10	16	1,229
New Hampshire	8,654	723	1,354	5	303	2,955	109	51	120	3,034
New Jersey	65,630	5,462	10,177	20	3,496	33,940	1,396	316	870	9,953
New Mexico	7,322	481	79	164	978	3,199	214	55	225	1,927
New York	231,749	26,783	65,975	88	7,410	99,703	2,911	1,443	2,751	24,684
North Carolina	21,911	2,760	217	41	2,998	9,450	510	345	601	4,989
North Dakota	10,743	1,255	549	2,605	1,303	3,878	313	137	261	443
Ohio	125,920	18,326	10,125	60	5,651	82,426	503	740	1,073	7,016
Oklahoma	32,338	9,146	[4] 392	223	3,787	14,316	867	375	809	2,422
Oregon	14,286	2,908	1,077	70	979	6,088	386	133	158	2,486
Pennsylvania	176,689	16,823	45,428	36	7,587	83,506	2,616	1,043	1,677	17,975
Rhode Island	13,144	1,025	[4] 1,812	2	577	5,382	231	74	188	3,853
South Carolina	18,552	1,581	160	154	2,159	9,183	978	204	439	3,695
South Dakota	11,713	2,087	463	2,249	1,251	4,343	363	167	282	508
Tennessee	22,719	2,919	[4] 163	13	3,064	9,658	379	276	544	5,704
Texas	53,811	9,691	801	466	6,553	21,276	1,753	686	1,091	11,494
Utah	9,145	2,329	577	11	545	3,824	554	128	194	983
Vermont	3,688	607	441	7	235	1,745	198	44	38	374
Virginia	21,446	846	535	18	2,716	6,094	951	260	458	9,568
Washington	37,673	6,249	[6] 1,862	59	1,743	14,689	2,161	237	272	10,401
West Virginia	20,940	2,421	1,048	16	1,970	12,212	123	212	583	2,325
Wisconsin	47,797	8,520	6,372	445	2,610	24,373	272	362	731	4,111
Wyoming	4,143	561	248	104	312	1,144	186	25	62	1,502

[1] See footnotes table D-1.
[2] Includes $25,000 not distributed by States.
[3] Includes $22,000 not distributed by States.
[4] Estimated.
[5] Less than $1,000.
[6] Does not include $23,000 incurred during April–June for medical care. Data on cases receiving only such care not available.

TABLE D–4.—*Public assistance and Federal work programs: Recipients of public assistance and persons employed under Federal work programs in the continental United States, by States, June 1939* [1]

State	Recipients of special types of public assistance				Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Persons employed under Federal work programs					
	Old-age assistance	Aid to dependent children		Aid to the blind			Civilian Conservation Corps [2]	Works Progress Administration		National Youth Administration		Other Federal work and construction projects
		Families	Children					Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total	1,844,851	311,036	748,422	68,038	1,568,391	68,716	[3] 241,010	2,436,099	[4] 133,476	279,996	213,257	[5] 487,936
Alabama	16,614	5,519	16,329	526	2,019	601	7,237	49,877	1,474	2,974	6,083	12,043
Arizona	7,320	2,500	6,753	318	2,888	3,282	2,437	7,613	908	1,327	1,165	3,426
Arkansas	17,089	4,003	10,915	631	3,866	2,610	7,294	43,709	2,410	2,179	4,819	4,731
California	131,979	13,756	34,183	6,476	123,127	4,228	8,096	100,364	8,705	13,112	7,386	22,652
Colorado	38,824	4,833	11,861	610	12,049	951	2,304	22,488	3,496	4,165	2,231	6,807
Connecticut	15,616	1,426	3,340	[6] 141	20,681	3	2,260	23,230	1,770	1,933	2,329	7,972
Delaware	2,810	495	1,172	----	1,452	36	404	3,157	311	422	297	1,783
District of Columbia	3,281	968	2,853	209	1,564	----	661	10,476	2,355	1,476	774	8,748
Florida	37,544	3,936	10,408	2,385	8,070	217	3,945	41,750	3,637	3,293	3,660	6,852
Georgia	22,298	3,733	10,178	990	5,933	601	7,958	52,640	4,727	7,176	4,109	8,717
Idaho	8,396	2,646	6,287	292	[7] 2,100	502	909	8,660	2,070	630	1,011	2,362
Illinois	132,518	[7] 7,500	[7] 17,000	[7] 7,700	186,684	467	11,518	198,914	2,676	17,566	12,709	17,459
Indiana	63,712	16,721	34,471	2,474	45,974	168	5,388	76,121	2,239	3,655	4,859	9,472
Iowa	52,085	[7] 3,000	[7] 7,000	1,366	27,202	67	2,943	26,376	703	5,607	2,532	9,973
Kansas	24,233	5,966	13,519	1,087	18,633	3,318	3,110	27,786	2,330	4,420	4,404	5,669
Kentucky	45,028	[7] 243	[7] 797	----	[7] 5,200	456	6,130	53,616	4,297	5,570	6,998	9,656
Louisiana	30,045	10,952	31,213	919	7,769	717	5,513	42,485	858	5,074	5,116	8,902
Maine	11,871	1,328	3,400	1,241	10,131	82	1,353	7,299	965	1,554	1,324	5,311
Maryland	17,668	7,652	20,711	656	7,559	36	2,385	13,290	4,528	2,940	1,144	7,711
Massachusetts	79,098	10,452	24,859	1,144	63,117	26	6,272	100,875	5,289	9,137	4,146	19,526
Michigan	83,275	14,329	32,803	757	61,874	403	7,386	122,464	2,212	12,884	7,583	13,231
Minnesota	66,381	7,656	18,904	815	37,787	802	6,156	52,932	2,253	7,730	4,335	8,777
Mississippi	19,764	[7] 166	[7] 415	562	1,013	3,353	5,824	39,022	1,338	2,195	5,455	11,548
Missouri	75,896	10,187	24,044	[7] 3,655	36,650	3,154	9,826	83,681	1,958	8,779	4,849	11,429
Montana	12,177	2,165	5,043	143	5,161	4,906	2,144	14,486	3,207	516	1,351	6,983
Nebraska	27,157	4,931	11,067	644	8,416	3,039	2,877	24,985	1,313	2,836	1,795	7,513

Nevada	2,205	134	327	7	550	5	224	1,818	133	0	169	1,673
New Hampshire	4,340	435	1,145	317	[7] 7,600	22	514	7,987	549	1,023	862	4,102
New Jersey	29,417	10,808	23,769	627	[7] 61,900	143	6,635	78,288	4,652	7,715	6,931	16,358
New Mexico	3,857	1,653	4,809	201	2,192	2,836	2,174	10,671	1,285	1,234	1,800	3,573
New York	110,239	36,420	72,226	2,658	275,181	347	13,973	201,922	8,422	33,406	22,187	39,582
North Carolina	32,580	8,157	21,514	1,906	5,932	505	6,152	41,397	2,482	4,541	4,718	14,520
North Dakota	8,149	2,084	5,802	122	4,613	8,415	2,923	12,325	1,507	4,056	1,607	1,649
Ohio	116,275	10,576	30,334	3,928	89,958	644	10,886	202,707	1,801	14,154	8,321	17,451
Oklahoma	67,711	16,851	38,635	2,091	[7] 16,500	1,580	8,298	52,634	4,336	5,570	5,719	4,554
Oregon	19,825	1,751	3,876	444	8,775	125	1,933	15,508	1,592	2,724	1,245	4,153
Pennsylvania	81,949	28,395	66.460	12,237	264,153	320	13,459	182,240	7,488	19,813	12,024	34,014
Rhode Island	6,534	1,140	3,059	[7] 50	[7] 10,200	16	979	13,742	1,366	1,510	1,834	5,505
South Carolina	24,985	4,769	13,946	936	2,832	406	4,803	38,771	4,810	3,566	7,040	8,639
South Dakota	15,103	[7] 1,900	[7] 4,400	234	4,216	14,521	2,933	13,944	1,484	4,835	1,533	1,688
Tennessee	21,206	9,590	25,421	1,385	[7] 4,000	162	6,436	42,706	2,282	4,084	5,541	11,271
Texas	118,047	[7] 115	[7] 240	----------	13,471	2,193	14,904	91,102	7,790	14,209	8,838	23,939
Utah	13,609	3,190	7,665	209	5,020	131	1,092	10,303	1,681	3,220	1,944	2,253
Vermont	5,667	474	1,415	160	2,669	42	421	4,654	635	913	312	1,346
Virginia	13,722	1,041	3,501	851	8,702	68	5,908	24,290	4,721	3,690	4,863	19,227
Washington	38,808	5,195	11,792	999	[8] 12,660	200	3,524	34,355	4,129	5,084	2,051	13,428
West Virginia	18,168	7,162	20,299	801	14,137	51	4,332	40,524	437	6,623	4,401	7,205
Wisconsin	46,566	11,425	26,508	1,979	44,746	1,609	5,400	62,723	1,098	8,291	6,250	9,339
Wyoming	3,210	708	1,754	155	1,465	350	598	3,192	628	585	603	[7] 2,190

[1] See footnotes table D–2.
[2] Number of persons enrolled, by State of origin, as of last day of month.
[3] Includes 179 persons not distributed by States.
[4] Includes 139 persons not distributed by States.
[5] Includes 24 persons not distributed by States.
[6] Does not include aid to the blind administered under State law without Federal participation.
[7] Estimated.
[8] Does not include cases receiving medical care only.

TABLE D–5.—*Special types of public assistance: Number of recipients and amount of obligations incurred in States with plans approved by the Social Security Board, by months and fiscal years, February 1936–June 1939* [1]

[Data reported by State agencies, corrected to July 15, 1939]

Fiscal year and month	Number of recipients				Amount of obligations incurred for payments to recipients [2]			
	Old-age assistance	Aid to dependent children [2]		Aid to the blind	Total	Old-age assistance	Aid to dependent children [2]	Aid to the blind
		Families	Children					
Total, fiscal year 1935–36 (5 months)					$41,236,189	$33,805,149	$5,621,066	$1,809,974
February	247,421	26,670	68,915	12,054	4,644,154	3,752,455	604,962	286,737
March	294,075	27,446	70,300	13,099	5,292,303	4,335,522	641,168	315,613
April	471,100	56,952	141,552	16,376	8,807,061	7,087,664	1,334,345	385,052
May	563,240	61,500	152,082	16,641	10,782,622	8,977,539	1,405,943	399,140
June	603,710	69,664	175,144	17,571	11,710,049	9,651,969	1,634,648	423,432
Total, fiscal year 1936–37					292,983,233	243,228,777	40,773,658	8,980,798
July	785,667	89,372	223,001	26,500	15,783,748	13,030,934	2,106,224	646,590
August	804,481	83,999	215,024	26,901	17,886,014	14,890,365	2,332,124	663,525
September	896,862	91,738	233,795	27,478	19,539,565	16,238,430	2,617,830	683,305
October	971,162	105,312	267,016	27,981	21,435,174	17,953,719	2,776,640	704,815
November	1,033,470	109,166	277,198	28,456	22,992,494	19,312,868	2,956,849	722,777
December	1,104,647	111,914	284,601	28,969	24,636,861	20,737,959	3,160,648	738,254
January	1,147,993	117,761	299,757	29,417	25,677,890	21,594,369	3,333,145	750,376
February	1,197,810	122,456	310,488	30,117	26,756,822	22,486,548	3,503,164	767,110
March	1,254,307	128,690	325,060	30,993	28,087,666	23,553,047	3,746,879	787,740
April	1,294,388	134,907	341,083	31,594	29,004,268	24,312,544	3,896,532	795,192
May	1,325,481	165,498	406,689	33,734	30,655,490	24,705,131	5,103,776	846,583
June	1,290,673	171,410	421,837	35,042	30,527,241	24,412,863	5,239,847	874,531
Total, fiscal year 1937–38					453,043,138	360,626,126	81,061,552	11,355,460
July	1,392,985	175,022	431,626	37,248	32,149,009	25,819,773	5,406,314	922,922
August	1,433,806	182,850	452,568	38,618	33,193,505	26,608,569	5,637,514	947,422
September	1,468,878	193,696	480,561	40,136	34,856,835	27,865,117	5,957,652	1,034,066
October	1,504,910	199,334	495,452	41,185	35,908,857	28,640,469	6,211,896	1,056,492
November	1,543,397	204,464	508,419	42,560	37,304,499	29,661,716	6,554,448	1,088,335
December	1,579,353	211,721	526,609	43,718	38,669,133	30,733,959	6,816,868	1,118,306
January	1,602,025	218,009	541,224	33,595	39,050,567	31,227,485	7,014,662	808,420
February	1,625,540	224,737	557,613	35,149	39,510,599	31,443,874	7,222,237	844,488
March	1,648,306	231,001	572,582	36,393	40,217,107	31,821,575	7,524,472	871,060

April	1,664,541	236,241	585,190	37,218	40,522,123	32,115,413	7,530,714	875,996
May	1,680,052	240,079	594,024	38,131	40,787,565	32,364,745	7,540,168	882,652
June	1,659,295	243,422	603,335	38,825	40,873,339	32,323,431	7,644,607	905,301
Total, fiscal year 1938–39					526,580,018	411,496,473	103,178,003	11,905,542
July	1,710,834	244,712	606,164	39,595	41,495,014	32,895,290	7,671,441	928,283
August	1,720,108	251,739	620,165	40,205	41,904,865	32,984,748	7,978,646	941,471
September	1,735,171	254,857	628,912	41,015	42,357,853	33,330,787	8,071,327	955,739
October	1,639,977	257,426	633,835	41,458	40,317,448	31,161,831	8,188,407	967,210
November	1,765,911	261,112	641,726	42,267	43,464,305	34,058,936	8,422,078	983,291
December	1,780,926	266,228	654,304	42,947	44,426,414	34,809,939	8,614,866	1,001,609
January	1,794,432	274,119	671,008	43,396	45,043,940	35,133,314	8,900,404	1,010,222
February	1,806,879	282,674	687,715	43,781	45,332,567	35,246,202	9,066,956	1,019,409
March	1,820,469	284,706	690,845	44,003	45,495,848	35,304,985	9,166,812	1,024,051
April	1,836,795	282,473	684,852	44,174	45,315,032	35,398,626	8,892,628	1,023,778
May	1,838,377	285,724	691,645	44,200	45,254,668	35,284,394	8,948,797	1,021,477
June	1,847,856	297,557	718,414	44,457	46,172,064	35,887,421	9,255,641	1,029,002

[1] Federal funds were first made available to States for February 1936. Figures include relatively small numbers of cases eligible under State laws for which no Federal funds may be expended and payments to individuals in excess of amounts which can be matched from Federal funds; and exclude States not administering Federal funds.

[2] Includes estimates for Hawaii for June 1937–May 1938.

[3] From Federal, State, and local funds. Excludes cost of administration and of hospitalization and burials; prior to July 1937, excludes obligations incurred for assistance in kind and for payments to persons other than recipients for rendering services to recipients.

TABLE D–6.—*Special types of public assistance: Amount of obligations incurred for payments to recipients of old-age assistance and amount per inhabitant in States with plans approved by the Social Security Board, by States and by 6-month periods, July 1936–June 1939*

[Corrected to July 15, 1939]

State	Amount of obligations incurred (in thousands) [1]						Amount per inhabitant [2]					
	Fiscal year 1936–37		Fiscal year 1937–38		Fiscal year 1938–39		Fiscal year 1936–37		Fiscal year 1937–38		Fiscal year 1938–39	
	July–December 1936	January–June 1937	July–December 1937	January–June 1938	July–December 1938	January–June 1939	July–December 1936	January–June 1937	July–December 1937	January–June 1938	July–December 1938	January–June 1939
Total	$102,164	$141,065	$169,330	$191,297	$199,242	$212,255	$0.91	$1.25	$1.33	$1.51	$1.54	$1.64
Alabama	671	700	859	934	895	913	.23	.24	.30	.32	.31	.32
Alaska	----------	----------	99	138	170	194	----------	----------	1.59	2.22	2.74	3.13
Arizona	----------	----------	523	891	1,023	1,108	----------	----------	1.27	2.16	2.48	2.69
Arkansas	591	810	1,041	1,022	712	620	.29	.40	.51	.50	.35	.30
California	10,144	13,587	17,251	21,451	23,831	25,136	1.67	2.24	2.80	3.49	3.88	4.08
Colorado	3,903	4,684	6,541	6,350	6,358	6,559	3.66	4.39	6.11	5.93	5.94	6.12
Connecticut	1,618	1,976	2,177	2,222	2,376	2,419	.93	1.14	1.25	1.28	1.37	1.39
Delaware	182	193	188	175	168	174	.70	.74	.72	.67	.64	.67
District of Columbia	124	307	404	466	492	502	.20	.50	.64	.74	.78	.80
Florida	184	653	1,479	2,506	2,664	3,031	.11	.40	.89	1.50	1.60	1.81
Georgia	----------	----------	855	1,571	1,843	1,614	----------	----------	.28	.51	.60	.52
Hawaii	27	50	104	122	134	134	.07	.13	.26	.31	.33	.34
Idaho	1,055	1,120	1,057	1,088	1,127	1,084	2.17	2.31	2.14	2.21	2.29	2.20
Illinois	4,966	11,262	11,787	12,743	13,587	14,639	.63	1.44	1.50	1.62	1.72	1.86
Indiana	2,258	3,404	3,886	4,117	4,730	6,130	.65	.98	1.12	1.19	1.36	1.76
Iowa	2,555	2,935	4,214	5,505	5,889	6,126	1.00	1.15	1.65	2.16	2.31	2.40
Kansas	----------	----------	753	2,004	2,367	2,656	----------	----------	.40	1.08	1.27	1.43
Kentucky	227	1,454	2,304	1,576	2,249	2,336	.08	.50	.79	.54	.77	.80
Louisiana	773	1,181	1,465	1,511	1,640	1,847	.36	.56	.69	.71	.77	.87
Maine	351	452	145	714	1,491	1,452	.41	.53	.17	.83	1.74	1.70
Maryland	1,088	1,356	1,588	1,755	1,803	1,836	.65	.81	.95	1.05	1.07	1.09
Massachusetts	5,883	8,971	10,241	11,393	12,275	13,186	1.33	2.03	2.31	2.57	2.77	2.98
Michigan	3,049	3,481	5,989	7,777	7,146	7,647	.64	.73	1.24	1.61	1.48	1.58
Minnesota	5,586	6,856	7,307	7,503	7,809	8,166	2.12	2.60	2.76	2.83	2.94	3.08
Mississippi	362	433	422	425	659	842	.18	.22	.21	.21	.33	.42
Missouri	3,275	3,107	5,740	6,675	7,850	8,434	.83	.78	1.44	1.67	1.97	2.11
Montana	713	1,154	1,347	1,459	1,518	1,403	1.34	2.17	2.50	2.71	2.82	2.60
Nebraska	2,141	2,832	2,223	2,528	2,512	2,667	1.57	2.08	1.63	1.85	1.84	1.96
Nevada	----------	----------	108	294	325	344	----------	----------	1.07	2.92	3.22	3.41
New Hampshire	383	436	466	502	528	593	.75	.86	.91	.99	1.04	1.16

New Jersey	1,894	2,309	2,568	2,837	3,024	3,367	.44	.53	.59	.65	.70	.78
New Mexico	214	257	238	289	260	268	.51	.61	.56	.69	.62	.64
New York	8,161	11,630	13,967	15,017	15,534	15,991	.63	.90	1.08	1.16	1.20	1.23
North Carolina			703	1,506	1,721	1,849			.20	.43	.49	.53
North Dakota	499	652	709	767	798	848	.71	.93	1.00	1.09	1.13	1.20
Ohio	13,158	14,160	13,682	14,736	12,734	15,307	1.96	2.11	2.03	2.19	1.89	2.27
Oklahoma	1,893	4,961	6,067	6,028	6,177	7,653	.75	1.96	2.38	2.37	2.42	3.00
Oregon	1,430	1,586	1,653	2,074	2,353	2,450	1.41	1.56	1.61	2.02	2.29	2.39
Pennsylvania	6,727	10,298	12,343	12,021	11,365	10,052	.66	1.02	1.21	1.18	1.12	.99
Rhode Island	265	421	563	678	710	717	.39	.62	.83	1.00	1.04	1.05
South Carolina			385	1,228	965	1,137			.21	.65	.51	.61
South Dakota	409	1,037	997	1,750	1,925	1,841	.59	1.50	1.44	2.53	2.78	2.66
Tennessee			541	1,660	1,801	1,719			.19	.57	.62	.59
Texas	7,595	9,825	9,527	9,181	9,325	9,685	1.24	1.61	1.54	1.49	1.51	1.57
Utah	605	822	1,462	1,910	1,747	1,675	1.17	1.59	2.82	3.68	3.37	3.23
Vermont	274	274	396	454	448	514	.72	.72	1.04	1.19	1.17	1.34
Virginia					197	661					.07	.24
Washington	2,981	3,774	4,585	5,077	4,874	5,083	1.81	2.30	2.77	3.06	2.94	3.07
West Virginia	72	1,234	1,643	1,550	1,489	1,494	.04	.67	.88	.83	.80	.80
Wisconsin	3,567	4,091	4,378	4,746	5,191	5,737	1.23	1.41	1.50	1.62	1.77	1.96
Wyoming	310	339	359	367	379	412	1.33	1.46	1.53	1.56	1.61	1.75

[1] From Federal, State, and local funds. Excludes cost of administration and of hospitalization and burials; prior to July 1937, excludes obligations incurred for assistance in kind and for payments to persons other than recipients for rendering services to recipients.

[2] Based on population estimated by the U. S. Bureau of the Census as of July 1, 1937, except the fiscal year 1936–37 which is based on estimated population as of July 1, 1936.

TABLE D–7.—*Special types of public assistance: Amount of obligations incurred for payments to families receiving aid to dependent children and amount per inhabitant, in States with plans approved by the Social Security Board, by States and by 6-month periods, July 1936–June 1939*

[Corrected to July 15, 1939]

State	Amount of obligations incurred (in thousands) [1]						Amount per inhabitant [2]					
	Fiscal year 1936–37		Fiscal year 1937–38		Fiscal year 1938–39		Fiscal year 1936–37		Fiscal year 1937–38		Fiscal year 1938–39	
	July–December 1936	January–June 1937	July–December 1937	January–June 1938	July–December 1938	January–June 1939	July–December 1936	January–June 1937	July–December 1937	January–June 1938	July–December 1938	January–June 1939
Total	$15,950	$24,823	$36,585	$44,477	$48,947	$54,231	$0.25	$0.31	$0.38	$0.44	$0.46	$0.51
Alabama	335	343	370	414	515	415	.12	.12	.13	.14	.18	.14
Arizona	129	186	256	309	373	462	.32	.46	.62	.75	.91	1.12
Arkansas	171	292	309	289	216	196	.08	.14	.15	.14	.11	.10
California	1,597	1,871	2,260	2,740	3,015	3,349	.26	.31	.37	.45	.49	.54
Colorado	350	563	599	649	697	847	.33	.53	.56	.61	.65	.79
Delaware	57	71	80	97	88	89	.22	.27	.31	.37	.34	.34
District of Columbia	361	360	317	363	300	267	.58	.58	.50	.58	.48	.43
Florida					128	392					.08	.23
Georgia			232	482	566	544			.08	.16	.18	.18
Hawaii		22	175	183	181	205		.05	.44	.46	.45	.51
Idaho	239	348	351	379	414	426	.49	.72	.71	.77	.84	.86
Indiana	133	981	1,766	2,177	2,409	2,656	.04	.28	.51	.63	.69	.76
Kansas			230	654	780	968			.12	.35	.42	.52
Louisiana	644	807	966	1,055	1,156	1,342	.30	.38	.45	.49	.54	.63
Maine	263	282	277	305	299	299	.31	.33	.32	.36	.35	.35
Maryland	903	999	1,150	1,342	1,403	1,475	.54	.60	.69	.80	.84	.88
Massachusetts	1,744	2,038	2,489	2,958	3,300	3,631	.39	.46	.56	.67	.75	.82
Michigan	814	2,047	2,371	2,772	2,752	3,065	.17	.43	.49	.57	.57	.63
Minnesota			580	1,093	1,322	1,570			.22	.41	.50	.59
Missouri				342	1,132	1,254				.09	.28	.31
Montana		71	225	310	346	339		.13	.42	.58	.64	.63
Nebraska	357	582	541	659	666	723	.26	.43	.40	.48	.49	.53
New Hampshire	74	74	78	83	80	88	.14	.15	.15	.16	.16	.17
New Jersey	1,691	1,758	1,849	1,960	1,909	2,011	.39	.41	.43	.45	.44	.46
New Mexico	97	157	169	217	170	195	.23	.37	.40	.51	.40	.46
New York		2,115	6,870	7,879	9,569	10,405		.16	.53	.61	.74	.80
North Carolina			223	593	682	741			.06	.17	.20	.21
North Dakota			18	144	227	393			.03	.20	.32	.56

Ohio	1,326	1,846	2,154	2,503	2,585	2,551	.20	.28	.32	.37	.38	.38
Oklahoma	312	622	1,007	1,386	1,218	1,301	.12	.25	.40	.54	.48	.51
Oregon		18	176	265	338	392		.02	.17	.26	.33	.38
Pennsylvania	1,555	2,631	3,460	3,642	3,635	4,586	.15	.26	.34	.36	.36	.45
Rhode Island		209	256	258	284	304		.31	.38	.38	.42	.45
South Carolina			85	358	323	389			.05	.19	.17	.21
Tennessee			432	1,000	1,112	1,076			.15	.35	.38	.37
Utah	325	393	460	522	541	622	.63	.76	.89	1.01	1.04	1.20
Vermont	38	42	40	41	50	76	.10	.11	.10	.11	.13	.20
Virginia					51	124					.02	.05
Washington	836	1,050	1,129	1,097	1,001	979	.51	.64	.68	.66	.60	.59
West Virginia		230	631	723	741	847		.13	.34	.39	.40	.45
Wisconsin	1,501	1,701	1,887	2,127	2,267	2,515	.52	.58	.64	.73	.77	.86
Wyoming	99	118	115	108	107	123	.42	.51	.49	.46	.45	.52

[1] From Federal, State, and local funds. Excludes cost of administration and of hospitalization and burials; prior to July 1937, excludes obligations incurred for assistance in kind and for payments to persons other than recipients for rendering services to recipients.

[2] Based on population estimated by the U. S. Bureau of the Census as of July 1, 1937, except the fiscal year 1936-37 which is based on estimated population as of July 1, 1936.

TABLE D–8.—*Special types of public assistance: Amount of obligations incurred for payments to recipients of aid to the blind and amount per inhabitant, in States with plans approved by the Social Security Board, by States and by 6-month periods, July 1936–June 1939*

[Corrected to July 15, 1939]

State	Amount of obligations incurred (in thousands)[1]						Amount per inhabitant[2]					
	Fiscal year 1936–37		Fiscal year 1937–38		Fiscal year 1938–39		Fiscal year 1936–37		Fiscal year 1937–38		Fiscal year 1938–39	
	July–December 1936	January–June 1937	July–December 1937	January–June 1938	July–December 1938	January–June 1939	July–December 1936	January–June 1937	July–December 1937	January–June 1938	July–December 1938	January–June 1939
Total	$4,159	$4,822	$6,168	$5,188	$5,778	$6,128	$0.07	$0.06	$0.06	$0.06	$0.06	$0.06
Alabama		4	18	24	25	26		(3)	.01	.01	.01	.01
Arizona	14	20	31	38	42	46	.03	.05	.08	.09	.10	.11
Arkansas	22	35	38	36	27	25	.01	.02	.02	.02	.01	.01
California	914	994	1,312	1,577	1,711	1,820	.15	.16	.21	.26	.28	.30
Colorado	86	94	96	98	102	103	.08	.09	.09	.09	.10	.10
Connecticut					22	27					.01	.02
District of Columbia	9	19	25	31	34	35	.01	.03	.04	.05	.05	.06
Florida				75	173	205				.04	.10	.12
Georgia			32	67	78	74			.01	.02	.03	.02
Hawaii			2	5	6	6			.01	.01	.01	.01
Idaho	36	37	37	38	38	38	.07	.08	.08	.08	.08	.08
Indiana	121	183	229	263	283	291	.03	.05	.07	.08	.08	.08
Iowa			3	126	171	186			(3)	.05	.07	.07
Kansas			17	82	111	125			.01	.04	.06	.07
Louisiana			28	47	55	68			.01	.02	.03	.03
Maine	111	134	148	166	170	172	.13	.16	.17	.19	.20	.20
Maryland	62	69	72	72	78	81	.04	.04	.04	.04	.05	.05
Massachusetts	97	100	112	129	140	150	.02	.02	.03	.03	.03	.03
Michigan	33	64	79	84	93	109	.01	.01	.02	.02	.02	.02
Minnesota			55	78	104	120			.02	.03	.04	.05
Mississippi					5	22					(3)	.01
Montana				2	11	17				(3)	.02	.03
Nebraska	57	62	63	68	71	67	.04	.05	.05	.05	.05	.05
New Hampshire	30	33	35	37	38	42	.06	.07	.07	.07	.08	.08
New Jersey	58	61	68	75	79	84	.01	.01	.02	.02	.02	.02
New Mexico	11	16	16	20	17	18	.03	.04	.04	.05	.04	.04
New York		47	278	334	370	388		(3)	.02	.03	.03	.03
North Carolina			111	161	173	170			.03	.05	.05	.05
North Dakota		2	8	11	13	14		(3)	.01	.02	.02	.02
Ohio	317	378	412	435	460	468	.05	.06	.06	.06	.07	.07

Oklahoma		74	182	166	194	193		.03	.07	.07	.08	.08
Oregon	35	55	62	65	66	66	.03	.05	.06	.06	.06	.06
Pennsylvania	1,657	1,812	1,937				.16	.18	.19			
South Carolina			17	58	47	55			.01	.03	.03	.03
South Dakota				11	25	24				.02	.04	.04
Tennessee			29	84	124	124			.01	.03	.04	.04
Utah	30	36	37	36	32	32	.06	.07	.07	.07	.06	.06
Vermont	10	10	15	14	14	17	.03	.03	.04	.04	.04	.04
Virginia					20	61					.01	.02
Washington	148	149	191	208	190	187	.09	.09	.12	.13	.11	.11
West Virginia		36	80	79	76	80		.02	.04	.04	.04	.04
Wisconsin	265	259	260	259	262	268	.09	.09	.09	.09	.09	.09
Wyoming	37	36	31	29	28	27	.16	.15	.13	.12	.12	.11

[1] From Federal, State, and local funds. Excludes cost of administration and of hospitalization and burials; prior to July 1937, excludes obligations incurred for assistance in kind and for payments to persons other than recipients for rendering services to recipients.

[2] Based on population estimated by the U. S. Bureau of the Census as of July 1, 1937, except the fiscal year 1936–37 which is based on estimated population as of July 1, 1936.

[3] Less than 1 cent.

TABLE D–9.—*Special types of public assistance: Recipients June 1939 and applications for assistance pending as of June 30, 1939, in States with plans approved by the Social Security Board, by States*

[Data reported by State agencies, corrected to July 15, 1939]

State	Old-age assistance				Aid to dependent children					Aid to the blind			
	Recipients		Applications pending June 30, 1939		Recipients			Applications pending June 30, 1939		Recipients		Applications pending June 30, 1939	
					Number		Number of children per 1,000 estimated population under 16 [1]						
	Number	Number per 1,000 estimated population 65 and over [1]	Number	Number per 100 recipients	Families	Children		Number (families)	Number per 100 recipients	Number	Number per 100,000 estimated population [2]	Number	Number per 100 recipients
Total	1,847,856	[3] 232	246,478	13.3	297,557	718,414	24	65,721	22.1	44,457	46	5,562	12.5
Alabama	16,614	[3] 151	2,924	17.6	5,519	16,329	16	627	11.4	526	18	53	10.1
Alaska	1,217	304	67	5.5									
Arizona	7,320	431	319	4.4	2,500	6,753	53	124	5.0	318	77	18	5.7
Arkansas	17,089	[3] 212	12,699	74.3	4,003	10,915	16	3,927	98.1	631	31	283	44.8
California	131,979	287	9,766	7.4	13,756	[4] 34,183	[4] 25	1,171	8.5	6,476	105	505	7.8
Colorado	[5] 38,824	[6] 481	706	1.8	4,833	11,861	40	250	5.2	610	57	38	6.2
Connecticut	15,616	133	1,401	9.0						[6] 141	[6] 8	45	31.9
Delaware	2,810	134	189	6.7	495	1,172	17	71	14.3				
District of Columbia	3,281	78	295	9.0	968	2,853	22	318	32.9	209	33	29	13.9
Florida	37,544	395	4,845	12.9	3,936	10,408	22	4,877	[7] 185.4	2,385	143	440	18.4
Georgia	22,298	[3] 170	45,540	204.2	3,733	10,178	10	8,920	238.9	990	32	1,090	110.1
Hawaii	1,788	[3] 183	93	5.2	1,005	3,511	26	75	7.5	68	17	3	4.4
Idaho	8,396	[3] 314	364	4.3	2,646	6,287	41	147	5.6	292	59	3	1.0
Illinois	132,518	265	10,641	8.0									
Indiana	63,712	220	3,717	5.8	16,721	34,471	37	1,210	7.2	2,474	71	334	13.5
Iowa	52,085	238	2,805	5.4						1,366	54	78	5.7
Kansas	24,233	[3] 208	1,124	4.6	5,966	13,519	27	304	5.1	1,087	58	103	9.5
Kentucky	45,028	243	8,115	18.0									
Louisiana	30,045	[3] 371	4,877	16.2	10,952	31,213	46	2,162	19.7	919	43	148	16.1
Maine	11,871	138	10,078	84.9	1,328	3,400	14	884	66.6	1,241	145	31	2.5
Maryland	17,668	[3] 163	2,779	15.7	7,652	20,711	46	303	4.0	656	39	54	8.2
Massachusetts	79,098	240	1,319	1.7	10,452	24,859	22	206	2.0	1,144	26	6	.5
Michigan	83,275	285	17,127	20.6	14,329	32,803	25	389	2.7	757	16	33	4.4
Minnesota	66,381	340	1,312	2.0	7,656	[4] 18,904	[4] 26	483	6.3	815	31	44	5.4
Mississippi	19,764	[3] 231	4,490	22.7						562	28	117	20.8
Missouri	75,896	[3] 243	8,602	11.3	10,187	24,044	23	6,635	65.1				

Montana	12,177	393	257	2.1	2,165	5,043	33	90	4.2	143	27	27	18.9
Nebraska	27,157	277	1,317	4.8	[9] 4,931	[9] 11,067	29	389	7.9	644	47	64	9.9
Nevada	2,205	368	119	5.4									
New Hampshire	4,340	[3] [8] 84	327	7.5	435	1,145	9	284	65.3	317	62	18	5.7
New Jersey	29,417	118	1,849	6.3	10,808	23,769	21	924	8.5	627	14	34	5.4
New Mexico	3,857	[3] 257	748	19.4	1,653	4,809	33	410	24.8	201	48	34	16.9
New York	110,239	139	9,755	8.8	36,420	72,226	23	2,634	7.2	2,658	21	345	13.0
North Carolina	32,580	[3] 233	8,252	25.3	8,157	21,514	17	1,789	21.9	1,906	55	308	16.2
North Dakota	8,149	226	603	7.4	2,084	[4] 5,802	[4] 25	169	8.1	122	17	23	18.9
Ohio	116,275	241	18,190	15.6	10,576	[4] 30,334	[4] 17	4,570	43.2	3,928	58	167	4.3
Oklahoma	67,711	569	3,316	4.9	16,851	38,635	47	1,754	10.4	2,091	82	213	10.2
Oregon	19,825	236	3,727	18.8	1,751	3,876	16	615	35.1	444	43	72	16.2
Pennsylvania	81,949	[8] 132	5,339	6.5	28,395	66,460	23	8,713	30.7				
Rhode Island	6,534	145	506	7.7	1,140	3,059	17	183	16.1				
South Carolina	24,985	[3] 403	2,457	9.8	4,769	13,946	20	1,181	24.8	936	50	112	12.0
South Dakota	15,103	360	156	1.0						234	34	8	3.4
Tennessee	21,206	[3] 162	17,888	84.4	9,590	25,421	28	6,463	67.4	1,385	48	268	19.4
Texas	118,047	414	4,151	3.5									
Utah	13,609	504	123	.9	3,190	7,665	44	80	2.5	209	40	8	3.8
Vermont	5,667	145	570	10.1	474	1,415	14	115	24.3	160	42	6	3.8
Virginia	13,722	90	5,338	33.9	1,041	3,501	4	243	23.3	851	31	199	23.4
Washington	38,808	310	1,951	5.0	5,195	11,792	30	398	7.7	999	60	76	7.6
West Virginia	18,168	[3] 232	1,296	7.1	7,162	20,299	32	959	13.4	801	43	58	7.2
Wisconsin	46,566	212	1,915	4.1	11,425	[10] 26,508	[10] 30	629	5.5	1,979	68	65	3.3
Wyoming	3,210	[3] 323	134	4.2	708	1,754	26	46	6.5	155	66	2	1.3

[1] Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

[2] Population as of July 1, 1937, estimated by the U. S. Bureau of the Census.

[3] Adjustments have been made for grants covering 2 or more eligible individuals.

[4] Includes an unknown number of children 16 years of age and over.

[5] Includes 3,218 recipients 60 but under 65 years of age. Rate per 1,000 excludes these recipients.

[6] Does not include aid to the blind administered under State law without Federal participation.

[7] Does not include families receiving aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

[8] Minimum age under State plan is 70 years, but rate is based on population 65 and over.

[9] In addition, in 71 counties payments were made from local funds without Federal participation to 985 families in behalf of 2,300 children under the State mothers'-pension law. Some families receiving aid from this source for June also received aid under State plan for aid to dependent children approved by the Social Security Board.

[10] Includes approximately 2,704 children 16 years of age and over. Rate per 1,000 exoludes these children.

TABLE D–10.—*Special types of public assistance: Average payment per recipient in States with plans approved by the Social Security Board, by States, July and October 1938 and January and April 1939* [1]

[Corrected to July 15, 1939]

State	Old-age assistance				Aid to dependent children (family)				Aid to the blind			
	July 1938	October 1938	January 1939	April 1939	July 1938	October 1938	January 1939	April 1939	July 1938	October 1938	January 1939	April 1939
Median for States making payments [2]	$18.48	$18.52	$19.37	$18.71	$30.55	$30.56	$30.61	$29.99	$20.80	$20.92	$20.93	$20.48
Alabama	10.02	9.60	9.42	9.38	17.81	12.67	12.55	12.41	9.42	8.97	8.89	8.79
Alaska	27.08	27.32	27.53	27.50								
Arizona	25.79	25.99	26.10	26.26	32.88	32.97	32.83	32.36	23.91	24.24	24.53	24.89
Arkansas	8.88	4.22	6.13	6.07	10.48	5.41	8.14	8.14	9.13	4.49	6.62	6.57
California	32.34	32.40	32.44	32.46	39.31	39.66	41.20	42.06	47.93	47.93	47.96	47.96
Colorado	28.79	28.91	31.99	28.12	30.95	30.79	30.72	30.11	27.77	27.93	28.15	27.65
Connecticut	26.49	26.60	26.74	25.88					(3)	22.45	21.88	25.94
Delaware	10.80	10.81	10.85	10.89	30.69	30.54	30.70	30.70				
District of Columbia	25.10	25.27	25.51	25.62	45.67	45.96	46.70	45.63	26.44	26.79	26.77	26.80
Florida	14.37	13.92	13.83	13.83		13.61	17.51	20.70	14.57	14.60	14.63	14.60
Georgia	9.01	8.83	8.74	8.55	21.39	21.12	21.02	20.81	11.21	10.99	10.94	10.73
Hawaii	12.63	12.58	12.55	12.69	33.21	33.52	34.27	35.04	15.00	14.41	13.83	14.53
Idaho	21.51	21.54	19.62	21.31	26.20	26.36	26.31	26.57	22.24	22.17	21.92	21.70
Illinois	18.00	18.30	18.63	18.97								
Indiana	16.29	16.39	16.63	17.01	27.35	26.30	27.43	27.47	19.15	19.30	19 37	19.57
Iowa	19.81	19.82	19.81	19.85					23.07	23.21	23.18	23.28
Kansas	18.29	18.74	19.69	18.71	28.79	29.64	30.51	28.07	20.16	20.24	20.74	19.40
Kentucky	8.98	8.81	8.71	8.67								
Louisiana	9.94	10.09	10.29	10.46	20.83	20.95	21.00	21.17	12.86	12.91	13.14	13.33
Maine	20.57	20.81	20.65	20.54	37.49	37.41	37.60	37.53	22.61	22.78	22.89	23.08
Maryland	17.50	17.51	17.52	17.28	31.07	31.45	31.68	31.26	20.79	20.92	21.11	21.14
Massachusetts	27.91	28.04	28.35	28.47	58.92	59.05	64.25	59.36	21.33	21.62	21.80	22.08
Michigan	16.93	17.31	17.04	16.64	35.26	38.24	40.41	37.57	23.79	23.98	25.85	24.93
Minnesota	20.04	20.25	20.48	20.65	34.78	35.51	35.93	35.71	23.54	24.20	24.92	25.24
Mississippi	4.95	6.74	6.98	7.22							7.08	7.12
Missouri	16.97	18.18	18.59	18.67	31.48	30.57	30.18	19.28				
Montana	20.40	20.41	20.53	16.99	28.04	28.19	28.50	23.37	21.50	21.76	21.28	20.89
Nebraska	15.07	15.47	17.39	15.72	24.54	24.46	26.15	24.11	19.56	19.67	20.63	16.77
Nevada	26.88	26.54	26.45	26.57								
New Hampshire	22.60	22.91	23.26	23.53	37.89	38.89	39.07	39.80	21.27	21.47	21.90	22.17
New Jersey	18.67	19.10	19.37	19.52	28.96	29.25	29.70	29.87	22.29	22.25	22.61	22.85
New Mexico	13.06	11.11	11.22	11.80	25.95	17.92	18.88	21.08	16.17	13.40	13.95	15.01
New York	23.60	24.08	24.52	24.20	47.69	48.85	48.84	48.57	23.34	23.92	24.43	24.54

North Carolina	9.25	9.26	9.44	9.55	15.33	15.19	15.31	15.52	14.41	14.74	14.62	14.64
North Dakota	17.12	17.20	17.44	17.66	33.59	34.03	32.76	32.51	18.44	18.84	19.64	20.07
Ohio	23.02	----------	22.58	22.55	39.61	39.90	39.95	39.34	19.48	19.66	19.74	19.90
Oklahoma	15.15	15.20	19.91	19.79	13.64	13.88	14.06	14.24	16.45	16.12	16.12	16.16
Oregon	21.23	21.28	21.28	21.32	37.30	38.23	39.02	39.52	25.33	25.51	25.35	25.35
Pennsylvania	21.29	21.39	21.21	17.65	34.12	34.37	35.17	34.33	----------	----------	----------	----------
Rhode Island	18.83	18.79	18.75	18.85	48.54	47.73	47.23	46.41	----------	----------	----------	----------
South Carolina	7.25	7.19	7.50	7.79	14.29	14.02	14.43	14.56	9.30	9.51	9.98	10.18
South Dakota	20.00	20.07	19.92	18.98	----------	----------	----------	----------	20.80	20.47	19.72	14.59
Tennessee	13.25	13.23	13.24	13.22	18.41	18.38	18.42	18.39	14.74	14.67	14.68	14.66
Texas	13.76	13.82	13.86	14.02	----------	----------	----------	----------	----------	----------	----------	----------
Utah	25.34	20.34	20.48	20.66	30.41	31.44	33.46	33.46	25.40	25.37	25.36	25.22
Vermont	14.11	14.45	14.45	15.04	23.43	24.19	26.83	28.40	16.58	16.77	17.92	19.81
Virginia	----------	8.38	9.56	9.64	----------	19.23	21.57	22.27	(3)	11.91	12.98	13.04
Washington	22.16	22.11	22.12	22.16	27.73	28.81	29.25	29.20	31.64	31.36	30.82	30.61
West Virginia	13.98	13.76	13.83	13.89	21.60	21.26	21.42	21.24	17.40	17.18	17.26	17.41
Wisconsin	20.21	20.43	20.90	21.09	35.28	36.96	37.66	37.95	22.20	22.30	22.41	22.56
Wyoming	21.38	21.55	21.66	21.85	30.12	30.86	30.95	31.00	28.80	28.61	28.62	28.24

[1] See footnotes table D–5.
[2] The average monthly payment for each State is the arithmetic mean.
[3] Plan approved but no payments made under approved plan.

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PUBLICATIONS

PUBLICATIONS OF THE SOCIAL SECURITY BOARD

Copies of these publications may be obtained from the Superintendent of Documents, Government Printing Office, at the price indicated, as long as the supply lasts. Copies are also available at most of the public libraries in the larger communities. Publications for which no price is listed are obtainable without charge, in limited quantities, from the Social Security Board, Washington, D. C.

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GENERAL

Why Social Security? Publication No. 15. 1937. 32 pp. With illustrations by Hendrik Willem Van Loon. 10 cents.

A brief outline of changes in American life which have caused the development of State and national measures to cope with insecurity.

First Annual Report of the Social Security Board. 1937. 131 pp. 15 cents.

Report of the Board to the Congress for the fiscal year ended June 30, 1936. Includes supplementary data for the period July 1–December 15, 1936.

Second Annual Report of the Social Security Board. 1937. 205 pp. 30 cents.

Report of the Board to the Congress for the fiscal year ended June 30, 1937. Includes supplementary data for the period July 1–October 31, 1937.

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Social Security Bulletin. A monthly publication, beginning with Vol. 1, Nos. 1–3 (March 1938). Subscription price: $2 a year in the United States, Canada, and Mexico; in other countries, $3.75 a year. Single copies, 20 cents.

Special articles and current data on operations of employment security, public-assistance, and old-age and survivors insurance programs, and on the results of research and analysis pertinent to the social security program.

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Who Are the Job-Seekers? 1937. 156 pp.

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